OCCASIONAL PAPER - 22

WORKSHOP PROCEEDINGS: SEARCHING FOR SOLUTIONS IN WINNIPEG'S MAIN STREET COMMUNITY (MARCH 27, 1990)

INSTITUTE of URBAN STUDIES

UNIVERSITY of WINNIPEG

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SEARCHING FOR SOLUTIONS IN

WINNIPEG'S MAIN STREET COMMUNITY

(MARCH 27, 1990)

Occasional Paper 22

Institute of Urban Studies

1990

PUBLICATION DATA

Workshop Proceedings: Searching for Solutions in Winnipeg's Main Street Community (March 27, 1990)

(Occasional Papers; 22)

ISBN: 0-920213-86-3

I. University of Winnipeg. Institute of Urban Studies II. Title. III. Series: Occasional Papers (University of Winnipeg, Institute of Urban Studies); 22.

This publication was partially funded by the Canada Mortgage and Housing Corporation, but the views expressed are the personal views of the author(s) and the Corporation accepts no responsibility for them.

Published by:

Institute of Urban Studies
University of Winnipeg
515 Portage Avenue
Winnipeg, Manitoba
R3B 2E9

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ISBN: 0-920213-86-3

CONTENTS

1.0 INTRODUCTION 1
- 1.1 THE DISCUSSION PAPER 1
- 1.2 THE STUDY AREA 2
- 1.3 THE WORKSHOP 2
- 1.4 THE PROCEEDINGS 3

2.0 WORKSHOP A: IDENTIFYING ISSUES AND PROBLEMS 4
- 2.1 FUNDAMENTAL PROBLEMS 4
  - 2.1.1 Lack of Community Empowerment 4
  - 2.1.2 Complexity of Problems 4
  - 2.1.3 Lack of Leadership and Support by Government 5
  - 2.1.4 Inadequately Co-ordinated Community Services 5
  - 2.1.5 Economic and Social Forces 6
  - 2.1.6 Racial Discrimination 7
- 2.2 SYMPTOMATIC PROBLEMS 7
  - 2.2.1 Physical Deterioration 7
  - 2.2.2 Problems with Law Enforcement 8
  - 2.2.3 Absentee Landlords 8
  - 2.2.4 Exploitation of the Poor 8
  - 2.2.5 Crime and Lack of Safety 9
- 2.3 PROBLEMS CURRENTLY ADDRESSED 9
  - 2.3.1 Education 9
  - 2.3.2 Crime and Safety 10
  - 2.3.3 Health 10
  - 2.3.4 Community Empowerment 10
  - 2.3.5 Political Support 10
- 2.4 PROBLEMS CURRENTLY NOT ADDRESSED 11
  - 2.4.1 Economic Underdevelopment 11
  - 2.4.2 Physical Deterioration 11
  - 2.4.3 Lack of Financial Support 11

3.0 WORKSHOP B: SEARCHING FOR SOLUTIONS 13
- 3.1 CHARTING A COURSE OF ACTION: WHAT NEEDS TO BE DONE 14
  - 3.1.1 Community Participation and Empowerment 14
  - 3.1.2 Educational and Counselling Programs for Youth 15
  - 3.1.3 Physical Revitalization 15
  - 3.1.4 Strengthen the Commercial Function 15
  - 3.1.5 Restore the Social Function of Main Street 16
  - 3.1.6 Strengthen the Surrounding Neighbourhoods 16
  - 3.1.7 Co-ordinate Community Services 17
- 3.2 WHO SHOULD BE INVOLVED 17
- 3.3 SOURCES OF FUNDING 18
- 3.4 CO-ORDINATING BODY 18

4.0 CLOSING REMARKS 20

APPENDICES

APPENDIX A: DISCUSSION PAPER 23

APPENDIX B: LETTER OF INVITATION TO WORKSHOP PARTICIPANTS 71

APPENDIX C: LIST OF INDIVIDUALS INVITED TO PARTICIPATE 75

APPENDIX D: LIST OF PARTICIPANTS 89

APPENDIX E: WORKSHOP AGENDA 95

APPENDIX F: QUESTIONS SUGGESTED FOR DISCUSSION SESSIONS 99

APPENDIX G: LIST OF PARTICIPANTS BY DISCUSSION GROUP 103

APPENDIX H: DISCUSSION SESSION NOTES 107

Note To The Reader

The preparation of this report was supported by a grant provided by the Government of Manitoba. The report does not purport to represent the views of the Government of Manitoba nor does the Government of Manitoba necessarily support any of the views expressed in the report.

1.0 INTRODUCTION*

On March 27, 1990 the Institute of Urban Studies (IUS), with financial assistance from the Manitoba Department of Urban Affairs, hosted a day-long workshop focusing on issues in Winnipeg's North Main Street community. The purpose of the workshop was to provide a forum for discussion for the various parties who would have an interest in or knowledge of the community revitalization process as it pertains to the Main Street area. Prior to the workshop, IUS prepared and circulated a discussion paper (Appendix A) to all participants. The purpose of the discussion paper was to provide background information and stimulate discussion. A letter requesting participation (Appendix B) was sent to a total of sixty individuals representing business, non-profit service agencies, resident groups and various departments within the federal, provincial and municipal governments (Appendix C). Forty-seven individuals attended the Workshop, a list of whom is presented in Appendix D.

The workshop was considered to be timely for several reasons, namely: an ad hoc committee on Main Street had been struck by the City of Winnipeg in October 1989; the intent to develop and implement an urban Native strategy for Winnipeg was announced by the Government of Manitoba in its 1988 Throne Speech; an urban Native centre had been proposed by the Native community for the reuse of the CPR terminal building; the future of the Winnipeg Core Area Initiative is under discussion; and public support for addressing the issues in the Main Street area is strong.

1.1 THE DISCUSSION PAPER

The discussion paper was based on information gathered in interviews with local service providers, merchants, government representatives and residents, as well as census material and existing literature. The discussion paper was organized into eight sections. Section 1.0 contained the Executive Summary, Section 2.0 was a brief introduction to the paper, and Section 3.0 defined the parameters of the study area. Section 4.0 traced the historical evolution and change on Main Street and in its surrounding neighbourhoods, including a brief discussion of revitalization initiatives which have impacted on the Main Street area. Section 5.0 characterized the community from physical, social and economic perspectives. The community characterization and the interviews with community representatives gave rise to numerous areas of concern, which were presented in Section 6.0. Current socio-economic trends, questions of conflict resolution, and questions regarding the definition of a vision for the area were considered in Section 7.0. Section 8.0 contained the closing remarks.

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*The Institute of Urban Studies would like to acknowledge the contribution of Cheryl Shindruk to the preparation of the background paper and of this report.

1.2 THE STUDY AREA

The study area was defined as a primary area set within the context of a larger secondary area (Figure 1, see p. 36 below). The Strip of Main Street extending from City Hall to the CPR underpass was seen by many people as the critical area and as such was designated the primary study area. Any analysis of the Strip, however, would have to be set within the context of its surrounding environs, and thus, the secondary study area was defined to include that area bounded by Notre Dame Avenue to the south; Burrows and Redwood Avenues to the north; Salter and Isabel Streets to the west; and the Red River to the east.*

1.3 THE WORKSHOP

The workshop was structured to include both plenary presentations and smaller group discussions. A copy of the workshop agenda is appended in Appendix E. The workshop began with a plenary presentation of the highlights of the discussion paper prepared by IUS. Following this, brief plenary presentations were heard from three individuals, who were invited to represent different sectors within the Main Street community. Renate Bublick, Executive Director of the Social Planning Council of Winnipeg, presented an overview of social trends in the Inner City as they related to the Main Street community; Arlene Rosine, Executive Director of the North-Main Development Corporation highlighted the concerns within the Main Street business community; and Mary Richard, Executive Director of Manitoba Association for Native Languages, focused on issues faced by the Native community.

Workshop discussions were divided into sessions A and B, each of which addressed questions and issues arising out of the discussion paper. The questions addressed were predetermined and are presented in Appendix F. In Workshop A, participants were asked to identify issues and problems in the community and to determine whether any of the problems were currently being addressed. In Workshop B, discussions focused on finding solutions to the problems. Specifically, participants were asked to identify which problems should be addressed first, who should be involved in the community revitalization

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*Most participants viewed the primary study area as a component part of the Main Street community. To the extent that participants believed the two areas to be synonymous, there was a general feeling that they should not be divorced from each other. However, some viewed the two study areas as distinctively different, both characteristically and functionally, and referred to them separately. This particular point of concern was not completely resolved, and appeared to confound participants throughout discussions. It should be noted that references to the primary study area (the strip) in this report are presented within the context of the larger secondary study area (the adjacent neighbourhoods), and are not intended to be taken out of this context.

process, whether or not a special body would be required to co-ordinate activities and initiatives, and possible sources of funding.

Using a process of random selection, the workshop participants were assembled into three discussion groups, each having its own facilitator and recorder (Appendix G). The facilitators were responsible for encouraging discussion among the participants and maintaining some degree of control over the direction of the discussion. The recorders documented the comments made in each workshop on an easel to provide a visual stimulus for discussion and a record for future reference. Each discussion group addressed the same set of predetermined questions. The notes taken by the recorders are attached in Appendix H. A plenary session was held at the close of each discussion session, in which discussion results were summarized and reported.

1.4 THE PROCEEDINGS

The following proceedings are an analysis and synthesis of the reports presented by the working groups from each of the two workshop sessions. In the first phase of analysis, all recorded comments were sorted and organized according to the specific questions addressed. In the second phase of analysis, the comments were further synthesized into specific and general theme areas. It should be noted that the intent of the proceedings is to present the reader with the essence of the discussions which took place, including the major points of consensus and concern.

2.0 WORKSHOP A: IDENTIFYING ISSUES AND PROBLEMS

The issues and problems identified in the discussions have been classified into two types: fundamental and symptomatic. Fundamental problems are those considered to be underlying causes of the current situation in the Main Street area. They tend to be less visible, but nevertheless at the root of much of what is experienced by the people in the area. On the other hand, participants also identified problems which appeared to be symptomatic of the more fundamental problems. While the symptomatic problems tend to be more noticeable and therefore more readily targeted for intervention, participants cautioned that addressing these problems would not alleviate the underlying causes nor be successful in the long run. However, most participants did recognize that the fundamental problems would be more difficult to address and would take much more time.

2.1 FUNDAMENTAL PROBLEMS

Six fundamental issues emerged out of the day's discussions, and in random order they were: (1) a lack of community empowerment; (2) the complexity of problems; (3) a lack of leadership and support by government; (4) inadequately co-ordinated community services; (5) economic and social forces; and (6) racial discrimination.

2.1.1 Lack of Community Empowerment

Generally, the community's lack of empowerment was viewed as a major issue needing to be recognized and addressed co-operatively by government, service providers and the community itself. In its present state, the community lacks the resources, such as education, political clout and general wealth, to initiate the action necessary to turn the current situation around. The poverty in the community is debilitating in the sense that a majority of the people in the area are preoccupied with surviving on a day-to-day basis. Participants saw the lack of political clout and low levels of education as particularly contributory to the community's lack of empowerment. Consequently, the community lacks the confidence it needs when it comes to initiating change and requesting support from government. In addition, many participants felt that the area has no strong advocates to speak on its behalf, further contributing to its lack of empowerment.

2.1.2 Complexity of Problems

The Main Street area is host to many problems which, when taken together, form a complex maze that is not easy to understand. How this maze of problems operates continues to elude the community and government alike. It may be easy enough to list all the problems in the community, but it is far more

difficult to understand how they interplay and relate to each other. Understanding the interplay between the problems is considered key to making policy, and to designing programs for intervention and/or targeting areas for intervention. Because a good understanding of the complexity of the problems has been lacking, government has not known where to start, and unfortunately, for the most part, has done very little towards resolution of the fundamental problems.

Some participants described the Main Street area as a collection of neighbourhoods, each with its own problems, although these are not mutually exclusive. Others preferred not to think of the area as distinct neighbourhoods, and instead saw the community as the larger study area, with all of its problems intricately linked. Although the Main Street area was not perceived as a homogenous community by all participants, most agreed that the problems are complex, and that, in fact, this complexity serves to hinder initiating a process of intervention.

2.1.3 Lack of Leadership and Support by Government

Overall, the participants agreed that the area has been neglected by all levels of government. As a result, the community feels alienated. Government initiative has not been effective in addressing the fundamental issues in the community. In instances where government has intervened, it has tended to opt for a time line which is too hurried and for initiatives which were not sensitive to the needs of the community. This point was particularly valid from the Native people's perspective. Workshop participants emphasized that it would take a significant amount of time to turn the situation around, and that government must be committed in the long term, something which many saw as politically difficult, but not impossible. Participants also indicated that some private non-profit service providers in the Main Street area are underfunded, and have difficulty is securing the long-term funding necessary to establish a sense of permanence and accomplishment in the community. Participants felt that many of these groups need to be strengthened and maintained as vital links with the community, although specific names were not mentioned. There was a concern about the lack of long-term funding available, particularly for vulnerable community support programs and agencies, which thus are not able to plan a long term strategy and consequently face having to dissolve. This was seen to be of particular concern in the Main Street area, since many problems are deeply ingrained, and require a long-term approach.

2.1.4 Inadequately Co-ordinated Community Services

In the Main Street area, there are many community service agencies, both government and non-government, which for the most part work independently of each other. However, some participants believed that target groups, and to a lesser extent mandates, overlap, resulting in a fragmented and unco-

ordinated system of delivery. Participants viewed the number of service agencies as a significant resource for the community, but emphasized the need for greater co-ordination in order to maximize those resources, and to provide services which are more holistic in scope. Many expressed concern for those people who "fall through the cracks" of the community service delivery system. Better co-ordination of community services was advocated to enable a more effective response to the needs of multi-problem families, and to be more cost effective over the long term. The Peoples' Opportunity Service (POS)* was mentioned as a model on which a system to co-ordinate community services better might be based.

2.1.5 Economic and Social Forces

Negative activities, such as drug trafficking and prostitution, which occur in the Main Street area are perpetuated by economic and social forces. To the extent that prostitutes and drug traffickers, for example, are able to realize economic benefits in the area, they are likely to continue to operate there. Similarly, the presence of other "undesirables" frequenting the area is ensured by the degree of tolerance and social acceptance therein. In this way, the negative economic and social attractions of the area, particularly the Main Street Strip, are a problem for the community as a whole. In its current state, the economic and social forces at work in the Main Street area elicit and perpetuate the undesirable activities. Illegal activities like drug trafficking and prostitution form the basis of a market-driven economy in the area and act as financial lures to youth on the run. Moreover, the degree of social acceptance in the area provides a kind of comfort which seems to attract those people who do not feel accepted anywhere else. Some participants felt that the economic and social lures of the area provide the people there, especially the youth, with a false sense of security; false in the sense that, on the one hand, some people feel that they belong, but, on the other hand, they fall prey to a negative and destructive lifestyle. Main Street has become a gathering ground for youth not only from the surrounding neighbourhoods but from Winnipeg as a whole. Furthermore, it was pointed out that the area has become more dangerous in recent years. Many participants related the heightened sense of danger to the social and economic forces in the area, which they further viewed as a consequence of the neglect the area and its people have experienced.

Conspicuous by its absence was discussion on the socio-economic conditions in the study area. Participants did not explicitly acknowledge the socio-economic conditions (for example, low income, low education levels, poorer housing) as a fundamental concern. However, the tone of the discussions would

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*In existence for a few years in the early 1960s, the Peoples' Opportunity Service (POS) was intended to integrate the delivery of social services on a one-stop basis using store-front offices. The building out of which the POS operated was situated on Main Street near Logan Avenue.

suggest that addressing the socio-economic conditions in the area was an obvious necessity in terms of the community's revitalization. That the people in the area are among the lowest income earners in the City, that unemployment is higher here than the City average, and that intra-neighbourhood migrancy continues to exceed most other areas in Winnipeg, are but three examples of the kinds of assumptions that workshop participants seemed to make and implicitly acknowledge. Participants may have taken socio-economic conditions for granted, due to the fact that they were dealt with, albeit briefly, in the discussion paper.

2.1.6 Racial Discrimination

The Main Street area continues to function as a landing point for immigrants, and, more significantly in recent decades, for Native people from rural and reserve areas in Manitoba. The effects of persistent racial discrimination which exist at the broad societal level are especially felt in the Main Street area by a growing Native population. Participants identified issues such as reduced opportunities for economic independence and cultural preservation among those which typify racial discrimination in the area. Mentioned were employers who are reluctant to hire Native people, financial institutions which are reluctant to finance Native-owned ventures, and non-Native co-workers who create untenable work environments for Native employees. The increasing Native component of Winnipeg's population has great potential, and should be viewed in terms of the contribution it can make to the community. With an aging population, Winnipeg faces a serious shortage of younger workers in the coming decades. With appropriate education and training, the talents and abilities of the growing Native population present an excellent opportunity to avert such a shortage, and to foster the process which results in Native people taking their full and rightful place in Canadian society.

2.2 SYMPTOMATIC PROBLEMS

In addition to, and perhaps resulting from, the above-noted fundamental problems, participants identified five problems of a more visible nature in the area. They included: (1) physical deterioration; (2) problems with law enforcement; (3) absentee landlords; (4) exploitation of the poor; and (5) crime and lack of safety.

2.2.1 Physical Deterioration

Although workshop participants did not spend considerable time discussing the physical deterioration of the area, they saw the problem as an obvious issue, which needs to be addressed in the early stages of the revitalization process. All agreed that the buildings and land in the area, particularly

along the Main Street Strip, suffer from a lack of maintenance and renovation. Some people attributed the area's inability to attract new investment to its underdeveloped and deteriorated state. Segments of the business community exploit the poverty in the area by operating businesses which make no constructive contribution to the area's social and physical environments. As one person summed it up, "some of the hotels and pawn shops do a fantastic business but do not put anything back into their businesses or the community." While this may not be the kind of business activity the residents want or need, it appears to be the only kind the area is capable of attracting and sustaining at this time. The end result is an environment which is badly deteriorated and which breeds more of the same.

2.2.2 Problems with Law Enforcement

With the large number of criminal offenses in the area, enforcing the law is relatively difficult, yielding the perception by some participants that "people at all levels are closing their eyes to the illegal activities going on." There was concern that the standards of law enforcement in the Main Street area tend to be lower than in other parts of Winnipeg with respect to liquor laws, sanitation by-laws, and maintenance and occupancy by-laws. Furthermore, some participants felt that the prevailing societal attitude which views the population on Main Street as being irrelevant and redundant, perpetuates the notion that avoiding law enforcement in the area is acceptable. Generally, participants agreed that enforcing some laws *is* more difficult in the area, but that a plan for revitalization should involve stepping up enforcement efforts, particularly with the hotels.

2.2.3 Absentee Landlords

The relatively high proportion of absentee landlords in the area was identified as a problem for two reasons: (1) revenues from properties leave the area, and often the province, contributing little to the local economy; and (2) absentee landlords tend to avoid upkeep and maintenance of their properties, contributing to poor housing conditions and the overall physical deterioration of the area. As indicated in the discussion paper, the rate of owner occupancy is declining in the Main Street area, and is reinforced by the observation by real estate agents that it is easier for an investor with a portfolio of dwellings to purchase in the area than it is for low- to moderate-income households.

2.2.4 Exploitation of the Poor

Many participants believed that the people in the Main Street area, many of whom can be considered to be poor, are exploited; exploited by some merchants, some service providers, and, to some extent, by each other due to a lack of self-respect. Exploitation in the community was viewed as a

symptom of the fundamental problems such as a lack of employment, a lack of community empowerment, poorly co-ordinated community services and insufficient government support and leadership. As such, it is a problem which is not easily addressed.

2.2.5 Crime and Lack of Safety

The high rate of crime, against both person and property, creates the perception among residents and non-residents alike that the area is not safe. This perception in turn contributes to the area's inability to attract a mix of people, other than the poorest of the poor, the uneducated, the unemployed and street youth. While participants did not discuss at length the issues of crime and safety, the tone of the discussions indicated that the two issues were very real concerns for both residents and non-residents. Special mention was made on behalf of the seniors in the area, who are particularly adversely affected by the crime in the area.

2.3 PROBLEMS CURRENTLY ADDRESSED

Participants felt that both the government and the non-profit sectors are working to alleviate the negative social and economic conditions in the Inner City, including the Main Street area. Currently, there are five principal areas which are being addressed: (1) education; (2) crime and safety; (3) health; (4) community empowerment; and (5) political support.

2.3.1 Education

Education programs in the Inner City, such as Beat The Street and those offered through the support of the Winnipeg Core Area Initiative, have been established to improve the educational levels of Inner City residents, particularly the illiterate and the youth. However, participants involved with the educational system stated that the schools have difficulty competing with the financial payoffs of the illegal activities on the street. Most participants supported the suggestion that educational programs are needed, but emphasized the importance of designing and administering them in a way that is sensitive to the needs of the people they are intended to help, for example, programs that take into consideration the cultural differences of Native people.

2.3.2 Crime and Safety

Crime and safety concerns are being addressed, to some extent, by the Winnipeg Police foot patrols. Workshop participants felt that police presence in the community should be enhanced with a store-front police office and community-based policing.

2.3.3 Health

Most of the health concerns expressed related to the population on Main Street, rather than the residents in the surrounding neighbourhoods. Participants in the health care profession reported that the physical and mental health conditions are addressed, to the extent possible, by the City's public health nurses who visit the area on a regular basis. It has been reported that the population on Main Street is (1) at high risk to contract and thus spread the AIDS virus; (2) likely suffering from malnutrition; (3) prone to emotional instability; and (4) generally in poor health. The level of self care within this population is inadequate and consequently, the provision of health care tends to be crisis-oriented rather than preventative. A store-front, community-based location, out of which public health nurses could increase outreach work such as health care education, was advocated to "get the situation under control."

2.3.4 Community Empowerment

Resident groups, such as the Point Douglas Residents' Association and the civic Community Committee Resident Advisory Groups, have been established as voices for the community, but lack the political and financial support necessary significantly to improve living conditions in the Main Street community. Some participants made the point that local community groups of any nature, without resources, assistance and support will inevitably fail in their attempts to propose and achieve workable solutions.

Age and Opportunity community outreach workers regularly visit coffee shops and other social gathering areas *north* of the CPR tracks, working with the elderly population in the community on issues related to isolation, housing, safety, income and services. The senior centre, established in a high-rise apartment building at 817 Main Street, has proved to be effective as a resource and service centre for seniors residing in the area. The senior centre concept was proposed by some participants as a model upon which broad-based community empowerment efforts could be built.

2.3.5 Political Support

Some participants indicated that the level of political support for the Main Street area has, to a limited extent, improved, as evidenced by the recent formation of the civic Ad Hoc Committee on Main

Street. Also, the City's Commissioner of Planning and Community Services appears to be committed to a multi-sectoral approach for public health initiatives in the area. Furthermore, recent surveys indicate that the citizens of Winnipeg, as a whole, are now more supportive of initiatives which would address the issues in the Main Street area.

Participants had no difficulty identifying the efforts being made to address some problems in the Main Street community. However, the general consensus was that current efforts are stifled by the lack of overall co-ordination, lack of financial support and lack of political commitment.

2.4 PROBLEMS CURRENTLY NOT ADDRESSED

Three major problems continue to go unaddressed in the Main Street area. They are: (1) economic underdevelopment; (2) physical deterioration; and (3) lack of support for existing community groups.

2.4.1 Economic Underdevelopment

Representatives of the business community expressed concern over the lack of government support to promote and strengthen the area's commercial function. Small business feels that it has not been given a fair chance at attracting government investment. On the other hand, some segments of the business community do not put anything positive back into the community, and as such do not contribute to the community's well-being. Community economic development was viewed as a potentially effective tool for community empowerment and economic self-sufficiency.

2.4.2 Physical Deterioration

Related to the lack of investment in the area is the continued physical deterioration of the building stock and infrastructure. Main Street is in dire need of funds to repair or remove run down buildings, and to provide safe and clean green space. At present, the area is unsafe, unsanitary and a deterrent to those people who, by their very presence, would help to inhibit some of the illegitimate activities taking place.

2.4.3 Lack of Financial Support

Community groups are experiencing diminishing resources and, as such, are at risk of disappearing. Workshop participants feel that it is important to strengthen existing community bodies to the point that they are able to play an active role in the process of community revitalization. At present, some community groups have plans for the community, but lack the resources for implementation. Of

particular concern was the continued lack of adequate support for safe houses and counselling services for kids on the street, who frequently have been subjected to emotionally disturbing events in their lives.

3.0 WORKSHOP B: SEARCHING FOR SOLUTIONS

The process of searching for solutions began with a discussion of the nature of the dynamics at work in the community, in an attempt to understand the context in which the problems occur. However, divergent views regarding community dynamics are evident and appear to be unresolved. Nevertheless, participants shared a greater consensus on the nature of the approach that should be adopted for community revitalization. Participants concluded that, realistically, all the problems cannot be solved, but that it is possible to put in place a mechanism which would address the problems in a co-ordinated fashion.

Many participants believed that there are differences between the population and problems on the Main Street Strip and its surrounding neighbourhoods. The solutions, therefore, would have to be different for the two areas. However, a group of participants saw the two areas as being synonymous, and the activities on Main Street as a function of what was happening in the surrounding areas. For this group, the Strip was perceived as a focal point for the surrounding community and as such, should not be divorced from it. Still others viewed the Main Street area as one large area with many component communities, each with a variety of problems. Intervention, this group thought, should address each problem in the context of its community.

Most participants adamantly opposed a "blanket approach" to intervention, viewing it as too general, generic and insensitive. Addressing the problems individually, within an overall direction for the community and perhaps the entire Inner City, was viewed as a sensitive and appropriate way to proceed. Generally, participants supported the suggestion that a multi-sectoral approach be used, involving as many sectors as possible, while recognizing that some groups are difficult to involve and may never be involved. Further, a process-oriented approach was advocated by many. The Healthy Communities* concept was supported by some participants, who described its process of joint (community-government) problem-solving as having positive empowerment effects for the community.**

Participants believed that it might not be possible to solve all problems. However, they also believed that the government and the community together must have some means of addressing the principal problems and moderating the more difficult ones. Most participants thought that the solutions

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*The Healthy Communities concept is based on the understanding that the fundamental conditions and resources for health are peace, shelter, education, food, income, a stable ecosystem, sustainable resources, social justice and equity.

**For further discussion on the topic, see *Plan Canada*, 29,4 (July, 1989) and Barbara Lane, *Canadian Healthy Communities Project: A Conceptual Model for Winnipeg* (Winnipeg: Institute of Urban Studies, 1989).

to the problems should come from the people themselves, and that the community members should not feel as though they have no control over the conditions in which they live.

What follows is a synopsis of the ideas put forth at the workshop regarding what should be done, who should be involved, from where the resources would be derived, and what type of co-ordinating body might be needed.

3.1 CHARTING A COURSE OF ACTION: WHAT NEEDS TO BE DONE

A major focus for discussion in Workshop B was deciding what needs to be done in order to initiate positive change in the community. Participants were asked to provide direction regarding which problems should be addressed. As a result, seven problem areas emerged out of the discussions as being worthy of attention at this time.

3.1.1 Community Participation and Empowerment

Workshop participants recognized that the solutions to the problems must come from the people of the area, and that local people should be involved in the initial stages of the planning process. Without the voice(s) of the people, many participants felt that future courses of action for the community's revitalization would not be successful in terms of meeting the needs of the community. Participants cautioned that if the community residents speak and are not heard, they may become apathetic and distrusting, hindering the possibility of an effective working relationship, and ultimate success in revitalizing the area. Steps must be taken to enable their effective participation, which would first involve a political commitment and the provision of resources.

Supporting existing groups financially and politically was seen as a step toward empowering community members to gain some control over their lives and their environment. The redistribution of resources and power to the community was seen to be an effective way of mobilizing the community to get involved in the decision-making process. Participants agreed that "who gets the dollars" determines the degree to which community members participate. The locally administered Neighbourhood Improvement Program (NIP) of the 1970s was cited as being successful because, among other things, the community had some degree of control over how the dollars were spent. Some participants suggested that the Manitoba/Winnipeg Community Revitalization Program (M/WCRP) be modified for the Main Street area (although how it should be modified was not discussed). An offspring of the Winnipeg Core Area Initiative (no specific programs were mentioned), with some degree of community control, was also suggested as a means to foster community participation in the revitalization process.

The self-help concept was also mentioned by some as a method of empowering the community, to give it the confidence it needs to initiate change and to improve living conditions. These people felt that while government leadership is necessary, the community should not become solely dependent on government initiatives. The point was made that as people see that they are able to help themselves, they gain a sense of independence and pride.

3.1.2 Educational and Counselling Programs for Youth

Intervention which focuses on the youth was identified as one way to maximize investments in the Main Street area. Participants believe that the children must be rescued from the street, but were short on specific ideas on how to accomplish this. However, educational and counselling programs were viewed as crucial components of a strategy to prevent children and teenagers from resorting to life on the street or helping them to get off. Many participants supported a holistic approach, and some advocated the channelling of dollars into schools, recognizing them to be important ties with children and their families. However, others cautioned that the conventional educational system has failed Native children and suggested that a close examination of the educational and cultural needs of Native children be made and addressed. While it was suggested that Inner City schools, particularly some in the Main Street area, require additional resources for outreach to address problems such as high absentee levels and high rates of drop-out, participants also mentioned the need for funding for culturally sensitive educational and counselling programs.

3.1.3 Physical Revitalization

The physical deterioration is the most visible issue in the area and workshop participants agreed that it must be addressed. However, they expressed caution regarding what sort of physical renewal would take place. Developing a plan for physical revitalization should involve the community, and should be a part of a larger effort to establish a development plan for the entire Inner City. Most participants felt that more green space was needed, and that the condition of the space between buildings is just as important as the condition of the buildings themselves.

3.1.4 Strengthen the Commercial Function

After discussing at length the importance of building on the area's strengths, workshop participants identified its commercial function and proximity to the Central Business District as two strengths which should be capitalized on. It was felt that intervention should focus on community economic development, in order to bring jobs to the area for local residents, and to enhance the area's

image as a healthy commercial district of the city. While there were those who felt that the area lacks a variety of commercial amenities, such as affordable grocery stores, banks, drug stores, dry cleaners and hair salons, there were others who felt that only the Strip from City Hall to the CPR underpass lacks commercial variety. Still others believed that the balance between higher order and lower order commercial activities had, in recent years, been upset so that there are now relatively more lower order activities, such as pawn shops and low-grade hotels; the balance must be restored.

The business community and others at the workshop believed that the environment for doing business must improve in order to attract private investment in the Main Street area. It was felt that government should initiate activity by:

- investing public dollars to demonstrate its commitment to the area;
- recognizing the importance of local businesses by supporting the local merchants' association in its efforts to strengthen the area; and
- cleaning up the physical appearance of the area.

At present, confidence in the commercial sector is greatly needed. While long-time business people remain committed to the area, others suggest that it is not so much a commitment as an inability to sell that keeps them there. Which ever way one looks at it, the commercial function of the area carries with it historical significance as well as hope for the future.

3.1.5 Restore the Social Function of Main Street

Historically, Main Street has functioned as a social gathering ground for residents and non-residents alike. In recent years however, the Street has become more of a gathering ground for runaways, prostitutes and bar patrons, and less of a gathering ground for the community's permanent residents; for example, elderly residents living on Main Street are reluctant to frequent the Street for fear of belligerent groups of individuals. On the other hand, some participants felt that the area's social function was a strength that should not be ignored, and that, as a focal point for the community, the street should be a safe and enjoyable place to go. While specific suggestions were not made regarding how this might be achieved, it was noted that the community must be involved in the decision-making process.

3.1.6 Strengthen the Surrounding Neighbourhoods

The viability of Main Street as a commercial district is dependent, to a large degree, on the stability of its adjacent neighbourhoods. The rich diversity of people and long-time residents provides a sound base on which to build. However, over the last thirty years, the population and the rate of homeownership in the surrounding areas has been declining to the point that seventy percent of all

residences are rented. While the declining population is common to most older, Inner City neighbourhoods, the shrinking proportion of owner-occupied residences is of concern. Workshop participants felt that homeownership incentive programs, such as the Core Area Initiative Grant for Home Ownership (CAIGHO) should be reviewed and stepped up to increase the proportion of owner-occupants in the area. The urban homesteading concept,* was suggested as a way to address process and problem; the process sees the recipient family involved in the responsibilities of homeownership and establishing itself in the community, while the problem of affordable and accessible shelter is addressed.

3.1.7 Co-ordinate Community Services

The Main Street area is characterized by a concentration of high needs groups, and, as such, social services are vital. However, the fragmented nature of delivery reduces the effectiveness of the financial and human resources invested. Advocates of the need for more co-ordinated social service delivery suggested resurrecting the People's Opportunity Service (POS), which served to integrate social services for Inner City communities in the 1960s.

3.2 WHO SHOULD BE INVOLVED

During the workshop sessions, there was general agreement among participants regarding *who* should be involved, but less agreement regarding *how* the various players should be involved.

Workshop participants identified the residents and community groups (including target populations such as Native groups), business associations (such as North-Main Development Corporation), and government (federal, provincial, civic) as key players. Within government the following areas were highlighted: education, housing, health, planning as well as elected officials and community representatives. The people who live in the area best understand the problems and dynamics, and, as such, should be involved during the initial planning stages. The solutions to the problems of Main Street must come from the people of the area. Steps are required to enable their effective participation.

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*Urban homesteading is a term used to describe the process of allocating abandoned houses or idle land to individuals and families for the purpose of establishing a homestead. The term is borrowed from two sources: (1) the Canadian experience at the turn of the nineteenth century wherein European immigrants were attracted to the Canadian West by the offer of free land on the condition that they settle and improve it; and (2) the American Urban Homesteading policies of the 1970s, which emerged in response to the need to inhabit and renew abandoned housing in some urban areas. For further reading see Azar Aryanpour, *Urban Homesteading: 1975-1986* (Monticello, IL: Vance Bibliographies, 1987); and Joseph Myer, *Urban Homesteading: An Annotated Bibliography* (Monticello, IL: Council of Planning Librarians, 1976).

However, until the developmental energy exists, including the political will and commitment of resources, not much is likely to occur.

It was argued that the problems of the area are a concern and responsibility for the City as a whole, and that leadership by the residents of the area is difficult. Therefore, most participants thought that municipal government should assume a leadership role, and at the same time tap into community-generated ideas.

3.3 SOURCES OF FUNDING

With the prospects of diminishing federal presence in community revitalization initiatives, many workshop participants saw an expanding role for provincial and municipal governments in the delivery of community programs. Nevertheless, the federal government was still viewed as a potential source of funding, since the costs associated with allowing Main Street to decline further will be borne by all levels of government.

With respect to the private sector, there was considerable support for petitioning corporations with a long-term presence in the community, such as Federal Industries and Canadian Pacific Railway, to donate land and buildings (particularly the CPR terminal building, which has been requested by Native groups), and to participate financially in revitalizing the area. Participants generally agreed that private businesses which have prospered from the area should help in turning the situation around.

Several participants believed that funding for the Main Street area's social, economic and physical revitalization could be secured by redirecting and better co-ordinating program dollars currently being spent in the Inner City. However, there were those who believed that the magnitude of revitalization necessary would require new sources of funding and long-term commitment.

3.4 CO-ORDINATING BODY

Recognizing that considerable co-ordination of the various levels of government and community interests would be required to resolve the complex problems, it was deemed necessary to have a mechanism for co-ordination. The following suggestions were made regarding the nature of a co-ordinating body. It should be noted that throughout the workshop discussions, participants reiterated the need to involve the community in the planning and decision-making processes

1. Co-ordination would be a *municipal interdepartmental initiative*, where the City of Winnipeg would work in concert with the various community groups, and where funds would be leveraged from the two senior levels of government;

2. Co-ordination would be undertaken by a *community-based mechanism* consisting of residents from the area; funds would be leveraged from the three levels of government (municipal, provincial and federal). While support for a community-based co-ordinating body was most significant, it was recognized that government leadership would still be vital to the entire community revitalization process; and
3. Co-ordination would be orchestrated by an *intergovernmental body*, with active involvement by the community and financial support from the three levels of government.

4.0 CLOSING REMARKS

The purpose of the workshop was to provide a forum for discussion, focusing on the issues and problems facing the Main Street community which would work towards resolution of those issues and problems, and to bring together representatives of a variety of interests in the community to share information and ultimately to expand the breadth of understanding among those interests.

To the extent that participants were able to share their perceptions of the issues and possible solutions, the workshop can be considered a success, for a large part of the problem stems from the divergent opinions among the various interests.

The results of the workshop demonstrate that the maze of issues facing the community are complex, and that consequently, any solutions will be realized gradually, with the assistance of political and financial support. However, most participants did feel that the solutions to the problems must ultimately come from the people living in the community. The role of government was identified as one of leadership and facilitation through its financial and technical support and long-term political commitment to the cause.

The participants identified a number of problems, which in the post-workshop analysis, were classified as either fundamental or symptomatic. The fundamental or underlying problems included: the lack of community empowerment; the complexity of the dynamics at work in the community; the lack of leadership and support shown by government; inadequately co-ordinated community services; the economic and social forces perpetuating the negative activities in the area; and racial discrimination. Addressing the socio-economic conditions, while conspicuously absent in discussions of the area's problems, were implicitly acknowledged in the solutions proposed for the area.

The symptomatic problems, defined to be consequences of, and subordinate to, the fundamental problems, included: the area's physical deterioration; problems with law enforcement; a disproportionate number of absentee landlords; exploitation of the poor; and crime and the lack of safety. It should be noted that the distinction between fundamental and symptomatic problems has been made to prevent targeting intervention solely at problems which are symptoms of some larger, perhaps amorphous, underlying cause. To be sure, addressing the symptoms will not achieve the results desired by the community.

Participants were able to identify efforts which are currently addressing some of the problems in the community, including education, crime and safety, community empowerment and issues related to political support. However, the general consensus was that the effectiveness of the efforts is being undermined by the lack of overall co-ordination, lack of financial support and insufficient political

commitment. Three major problems continue to go unaddressed: economic underdevelopment; physical deterioration; and the lack of financial support for the community.

Participants came to no consensus on the nature of the dynamics at work in the community, but did generally agree that a multi-sectoral, process-oriented approach to intervention be used within the context of an overall co-ordinating plan. Participants also recognized that some problems may not be realistically solvable, at least in the foreseeable future, given current economic and social trends.

Nevertheless, a number of problem areas were given priority in terms of working towards solutions. While not the definitive strategy for intervention, participants did bring to the fore areas of concern requiring initial attention. They were:

- enabling the effective participation of the community in the early stages of the planning process;
- investing in the area's youth through appropriate educational programs;
- alleviating the physical deterioration;
- strengthening the commercial function;
- restoring a positive social function to Main Street;
- strengthening the neighbourhoods surrounding Main Street; and
- co-ordinating the delivery of social services.

The participants generally agreed that the residents, merchants and municipal government would be key players in the planning process, and that, although desirable, leadership by the residents is difficult. Therefore, they proposed that the municipal government play a leadership role, with financial support from senior levels of government and the corporate sector. A co-ordinating body would be required to oversee the revitalization process, although there was no consensus on the nature of that body.

As a forum for discussion, the workshop provided yet another opportunity to explore the issues in the Main Street community. The relatively poor attendance by residents, while disappointing, may more importantly illustrate the need for a different approach to involving them in the process of searching for solutions. As one participant put it, "we, the outsiders, must go to the residents, the insiders and holders of answers, and listen to what they have to say . . . and there should be more of them and less of us" to enable their *effective* participation.

APPENDIX A:

DISCUSSION PAPER

MAIN STREET: SEARCHING FOR SOLUTIONS

DISCUSSION PAPER FOR MAIN STREET WORKSHOP

MARCH 27, 1990

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This discussion paper was prepared with financial assistance from Manitoba Department of Urban Affairs. The views expressed are those of the authors and do not necessarily represent the views of Urban Affairs.

CONTENTS

1.0 EXECUTIVE SUMMARY 29
- 1.1 EVOLUTION AND CHANGE IN THE MAIN STREET AREA 29
- 1.2 COMMUNITY CHARACTERIZATION 30
- 1.3 ISSUES FACING THE COMMUNITY 32

2.0 INTRODUCTION 33
- 2.1 PURPOSE OF THE REPORT 33
- 2.2 SCOPE OF THE REPORT 33
- 2.3 STRUCTURE OF THE REPORT 34

3.0 DEFINITION OF THE STUDY AREA 35
- 3.1 PRIMARY STUDY AREA--MAIN STREET STRIP 35
- 3.2 SECONDARY STUDY AREA--ADJACENT NEIGHBOURHOODS 37

4.0 EVOLUTION AND CHANGE IN THE MAIN STREET AREA 38
- 4.1 HISTORICAL EVOLUTION OF THE MAIN STREET AREA 38
  - 4.1.1 Thriving Years (1881-1913) 38
  - 4.1.2 Years of Decline (1914-Present) 38
  - 4.1.3 Decentralization of Warehousing Functions 38
  - 4.1.4 Shift in Commercial Focus to Portage Avenue 39
  - 4.1.5 Suburban Exodus 39
  - 4.1.6 Loss of CPR Passenger Service 39
  - 4.1.7 Construction of the Disraeli Freeway 39
  - 4.1.8 CBD Extended South To Broadway 40
  - 4.1.9 In-Migration of Native Population 40
  - 4.1.10 Landing Point for Poor Immigrants 40

- 4.2 PUBLIC INTERVENTION IN THE MAIN STREET AREA 40
  - 4.2.1 Initiatives of the Urban Renewal Era 40
    - 4.2.1.1 Lord Selkirk Public Housing Project 41
    - 4.2.1.2 Centennial Centre Complex (consisting of City Hall, Planetarium, Concert Hall, and Museum of Man and Nature) 41
  - 4.2.2 Neighbourhood Improvement Program 1975-1979 42
  - 4.2.3 Residential Rehabilitation Assistance Program (RRAP) 42
  - 4.2.4 Winnipeg Core Area Initiative (CAI) 42
    - 4.2.4.1 Main Street Initiatives 43
    - 4.2.4.2 Development of North Portage 43
    - 4.2.4.3 Development of Forks/CN East Yards 44
  - 4.2.5 Lack of a Downtown Plan 44

5.0 COMMUNITY CHARACTERIZATION 45
- 5.1 PHYSICAL CHARACTERISTICS 45
  - 5.1.1 Land Use 45
  - 5.1.2 Building Condition 45

5.2 POPULATION CHARACTERISTICS 45
5.2.1 Change in Population: 1961 to 1986 45
5.2.2 Population Sub-Groups 47
5.2.3 Change in Households 49
5.2.4 Single-Parent Households 49
5.2.5 Income 49
5.2.6 Incidence of Low-Income Families and Unattached Individuals 51
5.2.7 Housing 51
5.2.8 Migrancy and Resident Movement 53
5.3 ECONOMIC CHARACTERISTICS 55

6.0 AREAS OF CONCERN IN THE MAIN STREET COMMUNITY 57
6.1 POVERTY 57
6.2 UNEMPLOYMENT 57
6.3 EDUCATION 58
6.4 CRIME & SAFETY 59
6.5 HOMELESSNESS 59
6.6 FAMILY DYSFUNCTION AND MULTI-PROBLEM FAMILIES 60
6.7 RELATIVE CONCENTRATION OF SOCIAL SERVICES 60
6.8 SUBSTANCE ABUSE AND DRUG TRAFFICKING 60
6.9 FUNCTION OF THE HOTELS 61
6.10 ROLE OF CANADIAN PACIFIC RAILWAY COMPANY (CPR) 61
6.11 ALIENATION OF LOCAL BUSINESS 61
6.12 PHYSICAL DETERIORATION 61
6.13 LACK OF POLITICAL COMMITMENT AND LEADERSHIP 62

7.0 WORKING TOWARDS SOLUTIONS 63
7.1 SOCIO-ECONOMIC TRENDS: IMPLICATIONS FOR THE MAIN STREET AREA 63
7.1.1 Growth of the Native Population 63
7.1.2 Aging of Society 63
7.1.3 Increased Polarization in Society 63
7.1.4 Urban Development Policies 63
7.2 CONFLICT RESOLUTION: WHO ARE THE PLAYERS? 64
7.3 WHERE DO WE BEGIN? DEFINING OPTIONS FOR THE MAIN STREET COMMUNITY 64
7.3.1 Defining a Vision for the Main Street Area 64
7.3.2 Negotiating Support 65
7.3.3 Defining the Decision-Making Process 65

8.0 CONCLUSIONS 66

REFERENCES 67

LIST OF INDIVIDUALS INTERVIEWED 68

1.0 EXECUTIVE SUMMARY

1.1 EVOLUTION AND CHANGE IN THE MAIN STREET AREA

- During Winnipeg's formative years, Main Street was the preferred business district. Its neighbourhoods served as reception centres for the successive waves of immigrants arriving in the City, and thus flourished to the point of capacity.
- Over the years, much of the vitality of the Main Street area has been lost. Several occurrences have contributed to this decline:
  - loss of industry, commerce and employment;
  - loss of Central Business District functions;
  - loss of a stable residential population base;
  - loss of CPR passenger service activities;
  - loss of community stability with the construction of Disraeli Freeway;
  - in-migration of a mostly uneducated and unskilled population; and
  - ability to attract only the poorest immigrants.
- Over the years, several initiatives have been taken to revitalize the Main Street community, including:
  - Lord Selkirk Park Public Housing Project;
  - Centennial Centre Complex (including City Hall, Concert Hall, Planetarium and the Museum of Man and Nature);
  - Neighbourhood Improvement Program (NIP);
  - Residential Rehabilitation Assistance Program (RRAP);
  - Winnipeg Core Area Initiative (CAI).
- The well-intentioned bulldozer approach of the urban renewal era which produced Lord Selkirk Public Housing Project and the Centennial Centre Complex was replaced by rehabilitation and conservation programs, such as the Neighbourhood Improvement Program (NIP) and the Residential Rehabilitation Assistance Program (RRAP). Considered to be a more sensitive approach to Inner City revitalization, these programs have been credited with stabilizing declining Main Street neighbourhoods. The effect of these kinds of programs in renter- dominated areas, however, remains questionable, especially with the recent demise of the Rental RRAP.
- Although the Winnipeg CAI attempted to address Inner City conditions and disparities, there are indications that living conditions for Main Street area residents have not improved, and in fact have worsened since 1981.

- Past initiatives in the Inner City have proceeded in the absence of adequate planning, and therefore have not been well targeted. Sporadic development occurring in Winnipeg's Inner City is largely the result of no overall downtown development plan.

1.2 COMMUNITY CHARACTERIZATION

Population and Household Characteristics

- Since 1961, the Main Street area has lost 68 percent of its population, although in recent years the numbers have not been so great, and in fact some neighbourhoods show slight increases. Of significance in the Main Street area is the rapid rate at which the urban Native population is growing and settling in the Inner City.
- The primary function of Main Street itself is not residential. Most of the people who frequent the area are non-residents. However, a small but permanent population, comprised mostly of elderly males, although increasingly women, lives on fixed incomes in Single Room Occupancy Hotels and apartment buildings.
- Some of the non-residents in the Main Street area include prostitutes, pimps, johns, youth, sniffers, drug addicts, drug traffickers, deinstitutionalized psychiatric patients, bar patrons and transients. Today, the age of this group is lower than it was twenty years ago.
- The number of households in the Main Street area increased at a slower rate than the population over the 1981-1986 period, suggesting that the size of households has increased, possibly due to shrinking household incomes and reduced supply of low-priced housing.
- The number of single-parent households, particularly Native women, increased significantly in the last five years, raising concerns related to housing, economic security and family stability.
- At the root of many social and economic ills in the Main Street community is the dysfunctional and multi-problem family. The challenge for our fragmented and overburdened social service delivery system is to address the varied needs of these families in a cohesive manner.

Employment and Income

- Unemployment in the Main Street area continued to exceed the City average over the 1981-1986 period, and increased at a greater rate than for Winnipeg as a whole.
- Since 1981, households in the Main Street area have not experienced significant improvements in household income. In some areas, household income in 1986 represented a smaller percentage of the average income in Winnipeg than in 1981, indicating a polarization of income groups. Poverty continues to underlie the economic and social malaise in the area.

- Over the 1981-1986 period, a greater proportion of families and individuals in the study area continued to live in low-income situations compared with Winnipeg as a whole.

Education

- While levels of education have improved in the study area, they continue to lag far behind City levels. Of grave concern is the educational level of children and youth, especially Native, who have difficulty adjusting to the conventional school system.

Housing

- The declining rate of homeownership in the study area has implications for community stability and the thrust of revitalization efforts.
- The Main Street area exhibits some of the highest rates of resident movement in Winnipeg, the concerns of which relate to, but are not limited to, educational performance of children and condition of the housing stock.
- The homeless in the Main Street area are increasing in number and decreasing in age, corresponding with the increasing numbers of youth runaways.

Commercial Activities

- The area is experiencing a loss of higher order commercial activities, banking institutions, for example, that serve the resident population. The gap is being filled by lower order commercial activities, such as pawn shops, which serve the needs of the non-residents more than the needs of the residents.
- Business in the Main Street community is adversely affected by the lack of stability and wealth in its adjacent neighbourhoods. An impoverished population base, lacking the means to improve the situation, will not be able to support a strong higher order commercial district.
- While the hotels in the area provide a form of housing for some residents, the community questions whether they serve the area in any other constructive way.
- There is a strong feeling in the community that the CPR should have a role in helping to finance the revitalization strategy, either by providing the land and buildings or financial investment.
- Small business in the Main Street community feels alienated by government that gave support to major initiatives such as the Trizec Development, the North Portage Development and the Forks Development, but failed to recognize and address the economic decline on North Main.

Image

- The negative image of the Main Street area is the result of years of physical deterioration, the perceived lack of safety, the display of social ills, the lack of customer opportunities and the lack of recognition of the area as a component of Winnipeg's commercial sector.
- The criminal element on Main Street, contributes to the area's lack of safety and is particularly worrisome to the elderly population.
- The concentration of high needs groups in the Main Street community has meant that the area has become saturated with services to address their needs. Thus, the area lacks a balance between social service agencies and other neighbourhood amenities vital to a healthy, functioning community.
- The physical deterioration of the study area is linked to the lack of wealth in the community and the lack of commitment in the political arena to do something about it.

1.3 ISSUES FACING THE COMMUNITY

1. Is there a role for public sector intervention in the revitalization of the Main Street area? What would that role be? Could the public role be facilitated through the reorientation of existing programs?
2. On what should intervention be focused? What aspects of the problems should be addressed? What should be the thrust of intervention strategies? The physical decline? Poverty alleviation? Special needs?
3. Who should be involved in revitalizing the community? Government? Business? Residents?
4. What would be the decision-making and implementing vehicles? An arm's length tri-level public corporation? A community-based organization? Governments working through their own departments?

2.0 INTRODUCTION

The topic of the Main Street workshop is timely for a variety of reasons: an Ad Hoc Committee on Main Street was struck by the City of Winnipeg in October 1989; an urban Native strategy for Winnipeg was announced by the Government of Manitoba in its 1988 throne speech; an urban Native centre has been proposed by the Native community for reuse of the CPR Terminal Building; the future of the Winnipeg Core Area Initiative is under discussion; and public support for improving the Main Street area is strong.

Winnipeg's Main Street area has seen many changes over the years. One of Winnipeg's first flourishing districts, the Point Douglas area was originally home to the elite while Main Street itself was considered to be the preferred commercial district. As the population grew and the City expanded its boundaries, the influx of immigrants began to reshape the Main Street community. The area became the natural landing point for immigrants into the City, a tradition which continues today. However, changes in the fabric of the area have meant that the area no longer serves community residents to the extent that it once did. The years of neglect and the absence of sensitive and committed initiatives for revitalization are readily apparent in the social, economic and physical malaise in the area.

Nevertheless, there is strength inherent in the Main Street community. There are pockets of long-time residents and committed merchants who can attest to the area's one-time health, vitality and diversity of activities. It is these who admire the character of the area, who appreciate its history and who most know the decline it has suffered.

2.1 PURPOSE OF THE REPORT

The purpose of this report is to provide background information related to the issues in the Main Street community, raise some questions and stimulate discussion. It is not intended to be an extensive investigation and analysis of the issues, nor will it provide solutions for the issues with which the community is faced.

2.2 SCOPE OF THE REPORT

The report is based upon interviews with community representatives, both resident and non-resident, service providers, both public and private, census information and literature. To a large extent, the paper draws on the experiences and opinions of people living and providing services in the area. The study area upon which the report focuses has been defined to include: (1) a primary study area defined as the more critical Strip of Main Street from City Hall to the CPR underpass; and (2) a secondary study area defined as the neighbourhoods surrounding the Strip.

2.3 STRUCTURE OF THE REPORT

The report is presented in six chapters. Section 1.0 is an executive summary. Section 2.0 introduces the report by way of a statement of purpose, scope and structure. In Section 3.0, the study area is defined, and in Section 4.0 its evolution is described, including a historical perspective dating back to 1881 and an account of public initiatives in the area. Section 5.0 provides a characterization of the community by considering its physical, population and economic characteristics. Several areas of concern in the community are highlighted in Section 6.0. Section 7.0 acknowledges four current socio-economic trends and explores their implications for the Main Street area, while raising questions regarding vision, support and decision-making for the area. Section 8.0 provides concluding remarks.

3.0 DEFINITION OF THE STUDY AREA

For the purpose of this workshop, Winnipeg's Main Street community will be considered as including two distinct areas: (1) the three-quarter mile long Strip along Main Street from City Hall to the CPR underpass, and (2) the neighbourhoods adjacent to the Strip. The primary study area (the Strip) is considered by some people to be a unique area in Winnipeg and characteristically and functionally different from the secondary study area (the adjacent neighbourhoods). On the other hand, some people see the two areas as being closely inter-related and functions of each other, so that divorcing the two would give rise to observations and conclusions taken out of context. While the study area is defined by distinguishing the two areas, it should be noted that they are always considered within the context of each other.

While most cities have an area where social and economic deprivation not only exist but are more apparent, Winnipeg may be unique in the sense that this area happens to be one of our main thoroughfares. However, as Bourne (1978) stated, "there is no single definition of the Inner City; nor should there be. The term is strictly relative" (p. 5). While the Inner City is in fact some defined geographic area, it has also come to be associated with a package of social problems, which perhaps have more validity when delineating the area of study or interest. For example, Bourne goes on to describe the traditional problems equated with the Inner City as physical deterioration, poverty, a declining economic and population base, crime, social pathologies and fiscal difficulties, all of which appear to have worsened under the forces of inflation, unemployment, racial tension, economic uncertainty and sluggish population growth.

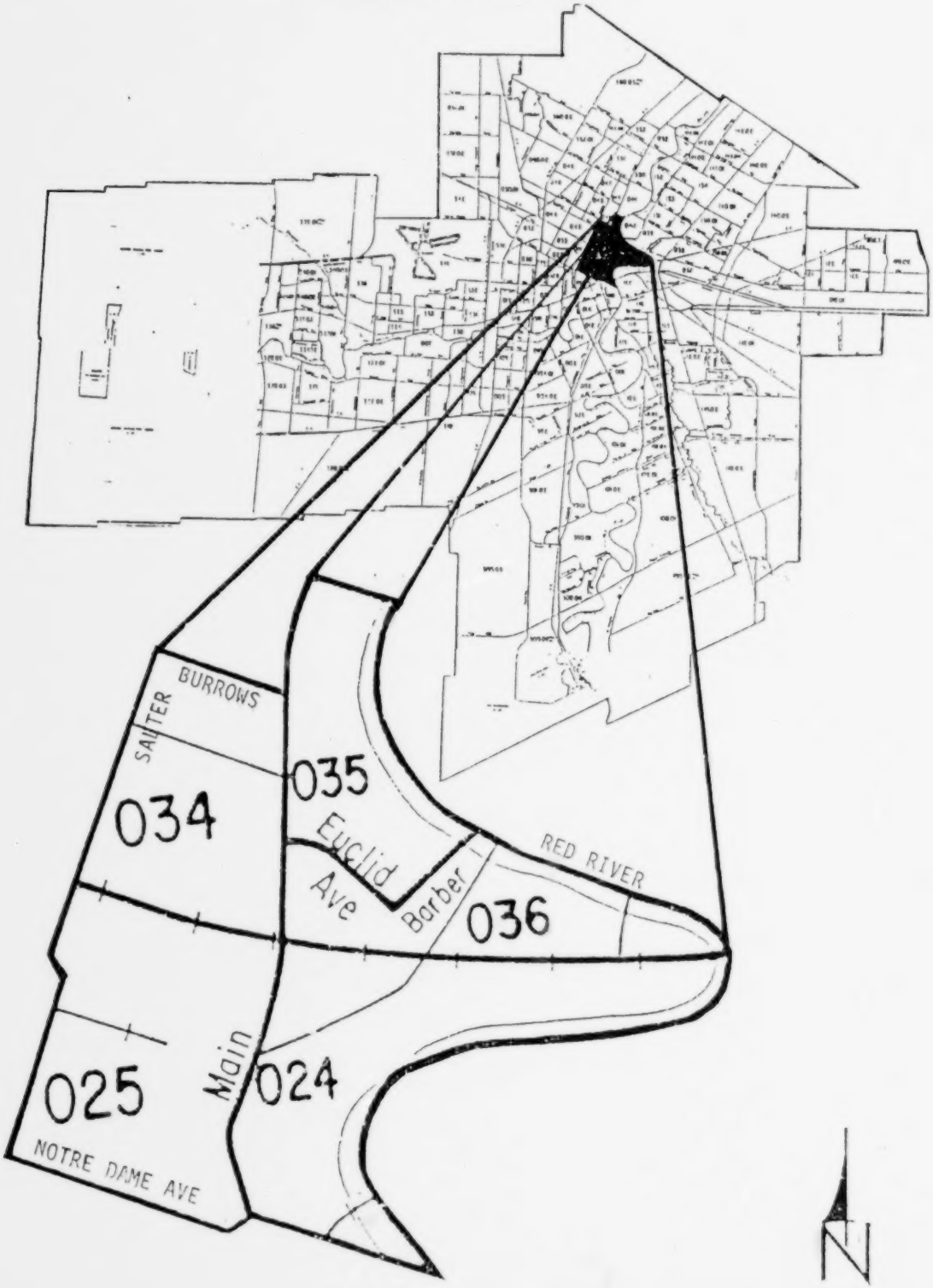
There are limitations in setting geographical boundaries when addressing issues which stretch beyond physical characteristics. Social and economic issues know no rigid boundaries. However, it is useful to define a particular area in order to establish a common point of reference to aid in data collection and analysis, and to provide a focus for intervention. Therefore, recognizing the boundaries as being somewhat arbitrary, the Main Street area is defined to include the following primary and secondary areas.

3.1 PRIMARY STUDY AREA–MAIN STREET STRIP

The primary study area is defined as that portion of Main Street which begins at Rupert Avenue to the south and extends north to the CPR underpass, near Higgins Avenue. This area is commonly referred to as "The Main Street Strip," "The Strip," "The Street" or "North Main."

Figure 1

Study Area Orientation Map



3.2 SECONDARY STUDY AREA–ADJACENT NEIGHBOURHOODS

The secondary study area encompasses the neighbourhoods adjacent to the primary study area, the boundaries of which are: Notre Dame Avenue to the south; Burrows and Redwood Avenues to the north; Salter and Isabel Streets to the west; and the Red River to the east. Census tracts 24, 25, 34, 35 and 36 fall exactly within these boundaries (see Figure 1).

The census tracts roughly correspond to the neighbourhoods listed below:

Census Tract	Neighbourhood
24	South Point Douglas
25	Chinatown
34	Lord Selkirk Park
35	North end of North Point Douglas
36	South end of North Point Douglas

4.0 EVOLUTION AND CHANGE IN THE MAIN STREET AREA

Significant social, economic and physical change has occurred in the Main Street community since the area was first established as Winnipeg's central business district (CBD) in the 1880s. This section traces the historical evolution of the area, documenting a number of events which have shaped the course of its development.

The second part of this section provides a brief overview of public intervention strategies initiated, thus far, in the Main Street area.

4.1 HISTORICAL EVOLUTION OF THE MAIN STREET AREA

4.1.1 Thriving Years (1881-1913)

During Winnipeg's formative years, Main Street was the preferred business district. The two transcontinental rail main lines quickly established the area as a "command post" for settlement and economic development. Despite the fact that the CPR main line dissected the Point Douglas neighbourhood, residential districts flourished in Main Street's hinterland to the point of capacity with the constant arrival of new immigrants. The demand for housing on Main Street grew with the presence of a highly transient, seasonal, semi- and unskilled labour force seeking employment. Consequently, boarding houses and "roomer" hotels proliferated. Main Street became known as "hotel row," with in excess of 60 hotels between the CNR and CPR terminals.

4.1.2 Years of Decline (1914-Present)

Since 1914, several noteworthy occurrences have contributed to the current state of the Main Street area. Some people believe that the current situation is the result of a loss of legitimate activities which has allowed the darker side of Main Street to become more salient. Main Street has an historical record of illegitimate activities, but they have been somewhat "masked" by the presence of the more legitimate activities. In other words, the loss of the positive forces (legitimate activities) has made more apparent the negative forces (illegitimate activities). Whether the negative forces have grown in absolute magnitude is questionable, however, there is no doubt that the relative magnitude of the negative forces is more pronounced today.

4.1.3 Decentralization of Warehousing Functions

The decentralization of warehousing and shipping functions out of Winnipeg to urban centres across the Prairies was facilitated by a rise in the number of trucking firms which effectively competed with

the railroad companies. As a result, the number of wholesaling businesses in Winnipeg declined proportionately, reducing employment in the Main Street area significantly.

4.1.4 Shift in Commercial Focus to Portage Avenue

The decision in 1905 by the T. Eaton Company to locate its new department store on the then-residential Portage Avenue rather than on the commercially oriented Main Street shifted the focus for future Central Business District development to Portage Avenue. Anxious to establish Portage as a more refined shopping area, City Council reneged on its own policy, which restricted building height, bulk and setbacks on the prestigious residential Portage Avenue, in order to accommodate the new store.

4.1.5 Suburban Exodus

In the postwar era, new industries were located in factories built in industrial parks on the periphery of the city. With the rise in popularity of the automobile during the same time, new residential suburbs were also developed. The Main Street area began to lose both residents and industries to the newer, more open suburbs which provided better services, more amenities and, for the residents, a more desirable lifestyle. The trend toward industrial parks and commercial strips in the more peripheral areas of the city have lured new business and industry and thus affectively stymied the economic strength and health of the Main Street area. The recent loss of banking institutions has reduced the ability of the area to provide a variety of commercial opportunities for its residents and customers.

4.1.6 Loss of CPR Passenger Service

The slow and ultimately complete withdrawal, by 1978, of rail passenger service from the Canadian Pacific Railway terminal on Higgins Avenue further reduced Main Street's function in Winnipeg and narrowed the diversity of activities that once animated the street. The familiar sight of travellers coming and going along the street was never again to be enjoyed. The demolition of the Royal Alexandra Hotel in 1967 was interpreted by many as a symbol of the complete decline and death of Main Street.

4.1.7 Construction of the Disraeli Freeway

Construction of the Disraeli Freeway in 1961 brought widespread demolition in South Point Douglas, and the subsequent loss of a residential population base. Unsuccessful attempts to establish South Point Douglas as an industrial area have left the area with little positive function. The Disraeli Freeway today channels more traffic in and out of the downtown, contributing to the perception that Main Street has become less of a community shopping strip and more of a commuting conduit. Should plans

to revitalize the Main Street area include rebuilding the population base in South Point Douglas? Some people suggest that a new bus depot or arena would appropriately be located there. Nevertheless, South Point Douglas presents an opportunity for the Main Street community.

4.1.8 CBD Extended South To Broadway

In 1969, Metropolitan Winnipeg's Downtown Development Plan set out to revitalize the declining residential area south of Portage Avenue to Broadway. The intent of the revitalization initiative was to modernize and extend the downtown business district. Although unintentional, the effect on Main Street was further deleterious in that it sent out the message that the area south of Portage Avenue would without a doubt be the focus for future office development.

4.1.9 In-Migration of Native Population

Since the 1960s, the quiet, yet growing in-migration of thousands of Native people from their isolated rural communities to Winnipeg has been increasingly felt in the Main Street area. Untrained, unskilled and often uneducated, many Native people find their way to the Main Street area searching for a place to live, people to be with and more significantly a place where poverty is not so conspicuous. The unfortunate predicament of this segment of our society has manifested itself in the Main Street area in growing proportions. The plight of the Native people is considered by many to have emerged as the number one social issue in Winnipeg in recent years.

4.1.10 Landing Point for Poor Immigrants

Some people say that today the Main Street area has fewer opportunities to offer its immigrants than thirty or forty years ago. As a result, it attracts the poorest of the poor, further contributing to the decline of the area and its ability to sustain only a population which is mostly impoverished.

4.2 PUBLIC INTERVENTION IN THE MAIN STREET AREA

This section will highlight public intervention initiatives in the Inner City which have had an impact on the Main Street area. The intent is to raise some discussion regarding the kind of intervention the Main Street community should consider today.

4.2.1 Initiatives of the Urban Renewal Era

Urban renewal, which dominated the community planning agenda in the post-World War II period until the early 1960s, is often regarded as the bulldozer approach to community renewal. In its broadest

sense, urban renewal is defined as the planned rehabilitation and reconstruction of deteriorated urban areas through the demolition or improvement of slums, and deteriorated and underutilized areas of the city. Rather than an initiative properly to rehouse slum dwellers by restoring city slums, it was a method of eliminating blighted areas in order to renew the city. Additionally, sometimes the newly raised area was considered more valuable as a place for new commercial or institutional development, and the displaced residents were forced to move to public housing in another district, or to crowd in with friends or neighbours if they did not want to leave their neighbourhood.

In retrospect, the urban renewal process did not provide the kind of restoration and revitalization expected of it. However it was a well intentioned process which did bring to the fore: (1) the need to revitalize deteriorating urban areas; (2) the need for the involvement of senior levels of government to facilitate such rebuilding, particularly in its cost-sharing role; and (3) the importance of a municipal community plan in which the area's future use and role are considered.

The Main Street area is host to two major products of the urban renewal era: the Lord Selkirk Public Housing Project and the Centennial Centre Complex, discussed below.

4.2.1.1 Lord Selkirk Public Housing Project

Identified as one of the worst pockets of urban blight in Winnipeg in the late 1950s, the Lord Selkirk Park area, west of Main Street, today is the product of major urban renewal efforts in the early 1960s. At that time the area was "characterized by most of the physical attributes of an area in decline such as indiscriminate mixture of incompatible land uses, poor housing, overcrowding, industries stagnant for lack of expansion room, antiquated municipal services and, of course, all the ensuing social and economic ills" (City of Winnipeg, 1971). The Lord Selkirk Park renewal project involved widespread expropriation, demolition and new construction. Today, Lord Selkirk Park presents us with concerns related to poor housing and socio-economic ills such as low income, unemployment, poor education, high migrancy and crime. In this light, is the Lord Selkirk Park project an example the community would want to consider for future revitalization initiatives?

4.2.1.2 Centennial Centre Complex (consisting of City Hall, Planetarium, Concert Hall, and Museum of Man and Nature)

The Centennial Centre Complex is another example of extensive demolition and new construction activity which unsuccessfully attempted to attract private investment into the area. While some say this major undertaking has provided a useful City-wide amenity, others question how it strengthened the Main Street community. Intervention in the Main Street area has been physical in nature, seeking to improve

the environment, but it has not been able to relieve the underlying problem of social and economic decline. While some people believe that an urban renewal approach is the only way to reverse the downslide of this area, others assert that this approach will again be unsuccessful. This is a major point of contention for the Main Street community, and one which requires careful and thorough consideration.

4.2.2 Neighbourhood Improvement Program 1975-1979

The product of a reoriented conservation and rehabilitation policy, the Neighbourhood Improvement Program was designed to improve the housing and living conditions in seriously deteriorated neighbourhoods of moderate- and low-income households. In the Main Street area, the neighbourhoods of North Point Douglas (census tracts 35 and 36) and Centennial (roughly corresponding to census tract 25) benefitted from the locally administered federal program. To this day it is felt by many people that North Point Douglas is one of the strongest Inner City neighbourhoods as a result of the Neighbourhood Improvement Program. Could a similar approach be successful in other Main Street areas, where the incidence of home ownership is much lower? How do we revitalize communities characterized by residents who frequently move, who have very low incomes and who tend to live in rented housing?

4.2.3 Residential Rehabilitation Assistance Program (RRAP)

Originating in 1974, the Residential Rehabilitation Assistance Program, used in conjunction with the Neighbourhood Improvement Program, improved several homes in the study area, notably the North Point Douglas, William Whyte, Centennial, Lord Selkirk Park and West Alexander neighbourhoods. Prior to 1986, the homeowner RRAP was both a neighbourhood stabilization program and an economic support program for low-income households, concentrating repair in targeted neighbourhoods. In the post-1986 era, the homeowner RRAP, now coined a "social housing program," relates specifically to low-income groups, and is not confined to designated areas. However, with the majority of the poorer population renting, how readily do the benefits of the RRAP reach those living in poverty, specifically those in the Main Street area? Perhaps of greater concern, in an area with 70 percent of the households renting is the discontinuance of the Rental RRAP. In December 1989, the federal government halted all funding for the rental portion of the Program. With the proportion of rented dwellings increasing, the Main Street neighbourhoods are now more vulnerable to the process of decline.

4.2.4 Winnipeg Core Area Initiative (CAI)

During the 1970s, it became obvious to government that a special effort had to be made to respond to and relieve the conditions and disparities in the Winnipeg's Core Area. The Winnipeg Core

Area Initiative was established in 1981 with the overall purpose of improving job opportunities and the standard of living in the Inner City (Winnipeg Core Area Initiative Policy Committee, 1981). The strategy for revitalization addressed economic development, employment, physical renewal, and social service needs.

Recently, the CAI has been criticized for failing to reduce the disparities in the Main Street area. Statistics show that income levels, unemployment rates, migrancy rates and the supply of low-priced housing did not improve over the 1981-1986 period (Statistics Canada 1983, 1988; Social Planning Council, 1989). Furthermore, local merchants feel that the area has been neglected in terms of physical improvements and economic development. As CAI II comes to a close in 1991, the time is right to decide how it has been successful and how it has failed in improving living conditions for people in the Inner City. Many people question the benefit of physical projects such as the Forks Development and the North Portage Development which were able to attract tri-level funding while the Main Street area further declined.

4.2.4.1 Main Street Initiatives

The Neighbourhood Mainstreets and Small Business Support Services Program was established to strengthen commercial viability and encourage new investment in designated older key commercial areas in Winnipeg, including Chinatown, Ellice Avenue, *Main Street*, Norwood, Provencher Boulevard, Osborne Street, Sargent Avenue, Selkirk Avenue, West Broadway and Corydon Avenue. However, many people, residents and merchants alike, believe that substantially more support is needed in the Main Street area to reverse the current decline. Will investing dollars in the commercial heart of the district be fruitful without improving the socio-economic conditions of the supporting population base?

4.2.4.2 Development of North Portage

While only a fraction of the dollars which have been invested into the North Portage Development came from the CAI, this project received strong support from the three levels of government as a viable way to revitalize the downtown. The development has had deleterious effects in other downtown areas--south Portage Avenue is the most obvious, with its failing businesses. However, Main Street, too, has suffered from the lack of government commitment and spending. Will the Main Street community have to propose a similar revitalization scheme in order to attract public investment? Would this be a model of redevelopment the Main Street community would want to adopt?

4.2.4.3 Development of Forks/CN East Yards

At least $20 million* have been spent for the redevelopment of the CN East Yards, the commercial component of which may further threaten the viability of existing downtown commercial areas, including the Main Street area. While it can be argued that The Forks development is not in direct competition with the Main Street business community, it most certainly was in direct competition for revitalization dollars.

In the above examples of tri-level government spending, one must question what criteria were used in allocating public dollars? What was the overall guiding scheme for development which endorsed spending money on The Forks before assisting the Main Street community? Why was Main Street not considered?

4.2.5 Lack of a Downtown Plan

Some people say that the Inner City is the recipient of sporadic development and spending largely because there is no overall downtown plan by which planning decisions can be guided. That Winnipeg's downtown is without a vision is also a common belief. What do we want our downtown to be in ten, twenty, fifty years? We must mobilize ourselves out of our "here and now" mode and think more about the future. A vision should look beyond the existing fragmentation toward cohesiveness and be translated into a strategic plan for our downtown. How then, would the Main Street area fit into a downtown development plan?

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*The following is a list of other CAI program dollars which have been spend on developing The Forks:

$ 687,425	has been spent through CAI First Agreement
$ 10,000	from Strategic Capital Program 5 on a feasibility study for locating the Children's Museum in The Forks.
$5,000,000	from the Strategic Capital Program 5 to renovate two historic stable buildings for use as a year-round public market at the Forks site.
$ 4,786	from Employment and Training Program 9 to train two archaeological interpretative guides for the public excavation at The Forks site.
$ 11,680	from Employment and Training Program 9 to train two unemployed core area residents for employment as maintenance personnel at The Forks Market.
$ 10,000	from Public Information and Programming (Program 12) for Christmas At The Forks (1988).
$5,723,891	Total additional CAI dollars spent on The Forks development over and above the $20 million budgeted to the Forks Renewal Corporation.

5.0 COMMUNITY CHARACTERIZATION

5.1 PHYSICAL CHARACTERISTICS

5.1.1 Land Use

Land use in the Main Street area ranges from heavy industrial, flanking the CPR mainline, to residential in the northern half of the study area (Figure 2). The area south of the CPR tracks is characterized by a mix of light industrial and commercial land with a pocket of residential land in the southwest quadrant. Land use along Main Street is predominantly commercial.

The area today known as South Point Douglas is the only part of the study area which has undergone any significant change in land use since the turn of the century. Prior to 1914, South Point Douglas was predominantly residential, but with subsequent development decisions, land use shifted to industrial and other non-residential uses. However, in recent times new industry has not been locating in the area; in fact, the area has lost some of its industrial occupants, which prefer instead to locate in the industrial parks on the periphery of the City, following in the footsteps of the suburban residents. Some people see the result as the virtual underutilization of this central city land. A few small pockets of residential use continue to exist as nonconforming uses, despite the fact that building improvements are not permitted, and deterioration continues.

5.1.2 Building Condition

Buildings in the area are generally in poor condition due to age, and a lack of maintenance, revitalization and new development. The Main Street area is home to many of Winnipeg's oldest commercial and residential buildings, many of which have considerable historic value, in addition to integral beauty--the CPR station, for example. However, many buildings sit vacant, and thus fall prey to the natural process of decline due to abandonment. Boarded-up windows, "for sale" signs and vacant lots are a familiar site along the streets.

The area also contains a disproportionate amount of Winnipeg's oldest housing stock. Forty-five percent of the housing stock was constructed prior to 1946, compared with 22 percent for the City as a whole (Table 1).

5.2 POPULATION CHARACTERISTICS

5.2.1 Change in Population: 1961 to 1986

Since 1961, the Main Street area has lost 68 percent of its population. In 1961, the area was home to 32,215 residents, but by 1986 that figure had dropped to 10,186. Over the period 1981 to 1986,

TABLE 1
OCCUPIED PRIVATE DWELLINGS (O.P.D.) BY PERIOD OF CONSTRUCTION FOR WINNIPEG AND SELECTED AREAS, 1986

		Period of Construction									
Census Tract	No. of O.P.D.	1946	%	46-60	%	61-70	%	71-80	%	81-86	%
24	130	115	88	15	12	0	0	10	8	0	0
25	1185	400	34	130	11	90	8	315	27	250	21
34	1095	425	39	135	12	300	27	215	20	25	2
35	680	450	66	120	18	45	7	35	5	40	6
36	405	195	48	70	17	25	6	105	26	5	1
Total	3495	1585	45	470	13	460	13	680	19	320	9
Wpg.	236,315	52,840	22	54,265	23	45,510	19	63,725	27	19,990	8

Source: Statistics Canada (December 1988), *Winnipeg: Part 2 Profiles*, Catalogue 95-174.

the population increased very slightly (3.2%) from 9,869 to 10,186, while the City as a whole grew at a rate of 5.6 percent (Table 2). North Main's adjacent neighbourhoods are vulnerable. They are losing population and thus stability. Paradoxically, while the total population has been declining in the area, the Native population has been increasing, underlining the importance of involving this target group in the planning process.

5.2.2 Population Sub-Groups

Residents On The Main Street Strip

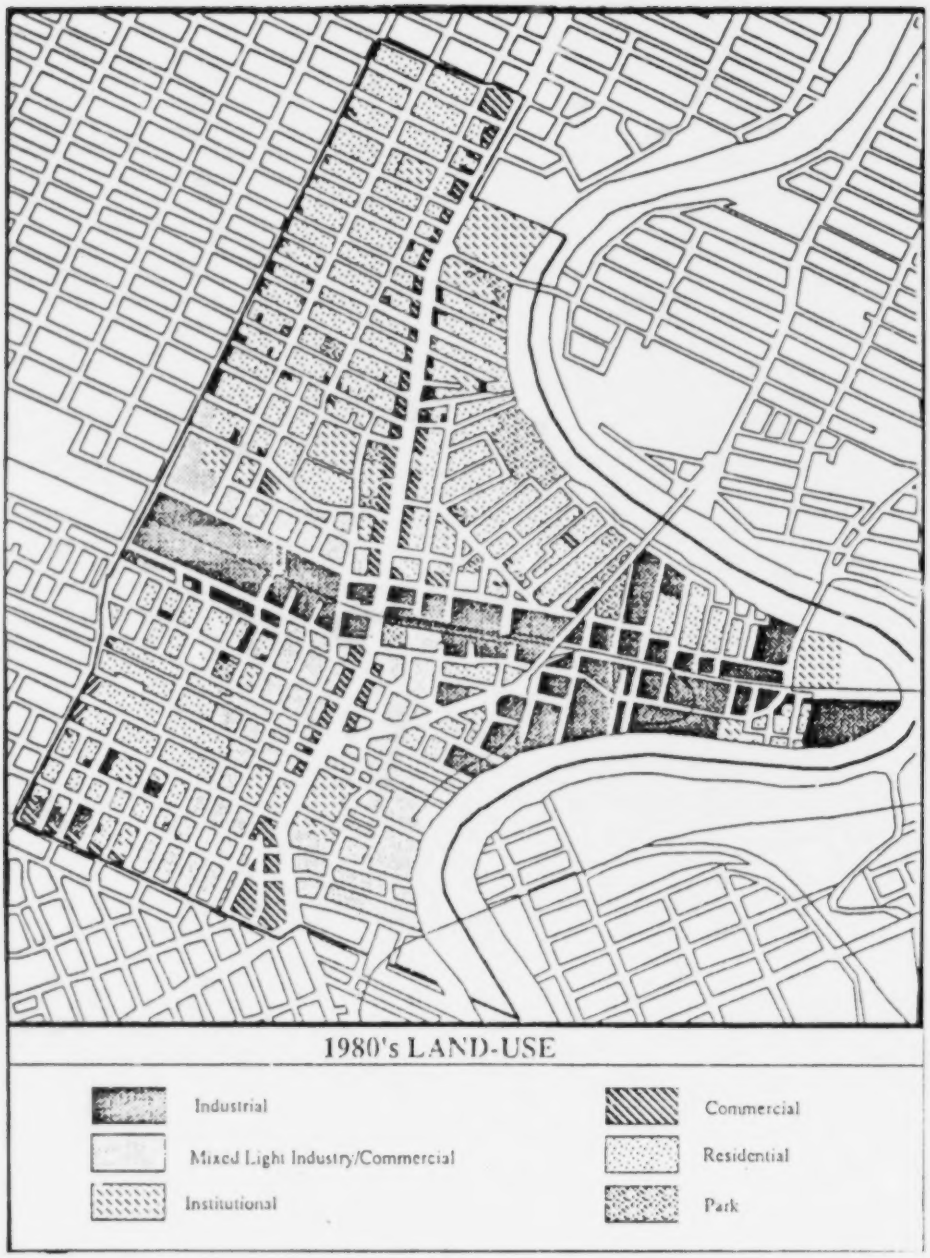
Service providers in the Main Street community believe that the number of residents living on the Main Street Strip comprise a small proportion of the total study area population. The residents on Main Street have been described as veterans, pensioners, chronically unemployed, transients, ex-convicts and mentally ill. For the most part, they are elderly men on fixed incomes who live in hotels, hostels or at best in apartment buildings. In recent years, elderly women have become a larger part of the Main Street population. The residents live in the area for varying lengths of time. The transients, for example, stay for relatively short, interrupted periods of time, whereas many of the war veterans have been there, uninterrupted, for over 20 years. Because few have any family contacts, isolation is an issue which raises concerns related to both mental and physical health. Personal health care is crisis-oriented, with little concern for prevention. This subgroup exhibits a sense of complacency and fears change. Forced change would no doubt have deleterious effects on many.

Residents In the Adjacent Neighbourhoods

The residents in the adjacent neighbourhoods are more diverse, and to some extent more stable than the Main Street residents. More of the population in the adjacent neighbourhoods lives in private dwellings--either single detached or multiple--although a growing number are residing in rooming houses. This subgroup too has its long time residents and its more frequent movers. However, the movers, who are more likely to be renters, change residence but tend to stay in the area.

Figure 2

1980s Land Use



Non-Residents on the Main Street Strip

Information on this group is limited, and generally based upon observation and informal interviews with service providers and target group members. The non-residents who frequent the Strip have been described as prostitutes, pimps, johns, sniffers, drug addicts, drug traffickers, street youth, deinstitutionalized psychiatric patients, bar patrons and transients. The groups are not mutually exclusive, but for the most part, co-exist with minimal interaction. Long-time service providers in the area state that the average age of the non-resident component of Main Street has declined significantly over the past twenty years. The number of street youth in the Inner City, and especially on Main Street, presents a major challenge in improving living conditions in the area.

5.2.3 Change in Households

The number of households increased at a slower rate than the population over the 1981-1986 period. While population increased 3.2 percent (Table 2), the number of households increased only 0.1 percent (Table 3), with three out of the five census tracts experiencing a decline in the number of households. This would suggest that households are becoming larger in size, possibly due to "doubling up" or sharing living quarters.

5.2.4 Single-Parent Households

In 1986, the proportion of single-parent families in the Main Street area had increased to 19.0 percent up from 17.7 percent in 1981, which is twice the figure at the City level (Table 4). For the City as a whole, single-parent families comprised 9.7 percent of all households in 1986, up from 8.9 percent in 1981. While the proportion of this particular type of household increased 0.8 percent for Winnipeg as a whole, it increased 1.3 percent in the Main Street study area.

5.2.5 Income

Individuals and households in the Main Street area have incomes which are significantly below the Winnipeg average. Of greater concern, however, is the fact that the situation for many is getting worse. Since 1981, households in the Main Street area have not experienced significant improvements in household income; in fact, in some census tracts, household income in 1986 represented a smaller proportion of the Winnipeg average than in 1981. For example, Table 5 shows that in census tract 25, average household income in 1981 was 49 percent of the Winnipeg average, but by 1986 had shrunk to 42 percent; similar reductions occurred in census tracts 35 and 36.

TABLE 2
POPULATION CHANGE 1961 TO 1986
WINNIPEG AND SELECTED AREAS, 1961, 1966, 1971, 1976, 1981, 1986

Census Tract	1961	1966	1971	1976	1981	1986	81-86 Chg.	61-86 Chg.
24	4,215	3,712	805	683	541	570	+ 5.4%	- 86%
25	13,147	12,327	4,215	3,443	3,134	3,525	+12.4%	- 73%
34	4,613	4,228	4,055	3,447	3,022	2,808	-7.1%	- 39%
35	8,664	8,012	3,145	2,508	2,332	2,327	--	- 73%
36	1,576	1,316	1,115	1,021	840	956	+13.8%	- 39%
Tot.	32,215	29,388	13,335	11,102	9,869	10,186	+ 3.2%	- 68%
Wpg.	**475,989**	**508,759**	**540,260**	**578,217**	**592,061(a)**	**625,304(a)**	**+ 5.6%**	**- 31%**

(a) Adjusted for boundary changes.

-- Indicates less than 1%.

Source: Statistics Canada.

5.2.6 Incidence of Low-Income Economic Families and Unattached Individuals

The incidence of low-income families and unattached individuals was significantly higher in the Main Street neighbourhoods relative to the City as a whole in 1981 and 1986. In 1986, for Winnipeg as a whole, 15 percent of all families were categorized as low-income, while for the Main Street area the figures ranged from 21 percent to 66 percent (Table 6). Similarly, the incidence of low income unattached individuals for Winnipeg as a whole was 42 percent, and in the Main Street area ranged from 55 percent to 83 percent.

Over the five-year period from 1981 to 1986, the incidence of low-income families and individuals generally increased in the Main Street area to a greater extent than for Winnipeg as a whole. Overall, a greater proportion of families, and especially individuals, in the Main Street area live in low-income situations compared with Winnipeg as a whole.

5.2.7 Housing

Resident satisfaction with housing plays a critical role in overall community satisfaction, and thus it is vital that housing cost, quality and choice adequately meet the diverse needs of the community. This section will discuss current housing trends and their implications for community revitalization.

Tenure

Homeownership is declining in the Main Street area. This can be attributed in part to: (1) an increasing proportion of rental units on the market, partly due to the conversion of formerly single-family dwellings into rooming houses; and (2) decreased affordability coinciding with shrinking incomes. Increasingly, long-time seniors are selling their homes to take up more suitable accommodation in the area, usually multi-unit dwellings. The area has difficulty attracting buyers from other areas of the City, and for the most part, resident renters cannot afford to purchase these homes, which consequently are bought up by absentee landlords.

The main Street area is characterized by an increasingly disproportionate concentration of renter households. Over the five year period 1981 to 1986 the percentage of renter households in this area increased from 70.6 percent to 72.5 percent, while the Winnipeg average decreased from 41.2 percent to 39.2 percent (Statistics Canada, 1983a, 1988a). Conversely, while the rate of homeownership increased for Winnipeg as a whole, it declined in the Main Street area. The lack of a substantial portion of population with owned tenure, coupled with the predominance of low income in the area, may have implications for neighbourhood stability.

TABLE 3
CHANGE IN THE NUMBER OF HOUSEHOLDS
WINNIPEG AND SELECTED AREAS, 1981-1986

Census Tract	Number of Households 1981	Number of Households 1986	Percent Change
24	135	130	- 3.7%
25	1,085	1,185	+ 9.2%
34	1,185	1,095	- 7.6%
35	710	680	- 4.2%
36	375	405	+ 8.0%
Study Area Total	3,490	3,495	+ 0.1%
Winnipeg	**217,210**	**236,275**	**+ 8.7%**

Source: Statistics Canada, (January 1988), *Winnipeg: Part 1 Profiles*, Catalogue 95-173.
Statistics Canada, (October 1982), *Winnipeg: Profile Series A*, Catalogue 95-940.

Type

The Main Street area has a lower percentage of single-detached dwellings and a higher percentage of low-rise apartment buildings, duplexes and row housing than Winnipeg as a whole. In 1986, 34 percent of the households lived in single-detached dwellings as opposed to 60 percent for the City as a whole. The percentage of single-detached dwellings is greatest (59.6%) in census tract 35, which is the northern tip of North Point Douglas, and lowest in census tract 25, the area south of the CPR tracks and west of Main Street (Chinatown). In the Main Street area, 43 percent of the households live in low-rise apartment blocks, row housing or duplexes compared with 27 percent in the City as a whole (Statistics Canada, 1988a). The greater proportion of multiple-unit dwellings raises questions about the thrust of housing revitalization programs which are targeted at owner-occupied, single-family dwellings.

Single Room Occupancy (SRO) Hotels

The hotels on Main Street provide housing to a portion of the Main Street population. Most of the renters are elderly pensioners, welfare recipients or transients. In addition to their need for social interaction, the fixed- and low-income situation of the SRO renters perpetuates their need to seek low-priced housing in the hotels. While it is likely that this population chose the SRO to avoid isolation, too often they suffer from the effects of isolation, for fear of being the likely victims of the more aggressive social groups on the street. Isolation and the related perceived lack of control over one's life carries with it serious concerns for mental and physical health which must be recognized and addressed.

Reinforcing the observation that the area is negatively perceived by people outside it, the Main Street area has, by and large, been unable to attract residents from other areas of the City. However, to this day, the area remains an entrance point for immigrants, particularly those of Eastern European and Native ancestry. In 1986, only 1 percent of its mobile population came from some other part of Winnipeg (as opposed to 6% for Winnipeg as a whole), while 44 percent arrived from outside of Canada (as opposed to 20% for the City). Clearly, the North Main area is a starting point for landed immigrants, who today may or may not stay in the area as they improve their socio-economic status.

Why do residents move so often? What attracts residents to the area?

5.2.8 Migrancy and Resident Movement

Not surprisingly, the Main Street community exhibits some of the highest migrancy rates in Winnipeg. In 1986, 56 percent of the population in the Main Street area had moved in the preceding five years, compared with 46 percent for Winnipeg as a whole. There is no doubt that this is related to the high proportion of renters in the area, who typically move more frequently than homeowners, are less satisfied with their housing, and pay greater proportions of their income for shelter. The majority of

TABLE 4
SINGLE-PARENT HOUSEHOLDS AS A PERCENT OF TOTAL HOUSEHOLDS
WINNIPEG AND MAIN STREET AREA, 1981, 1986

	1981			1986			% Chg.
	Total No. of Households	Lone Parent Households	%	Total No. of Households	Lone Parent Households	%	
Main Street Area	3,490	620	17.7%	3,495	665	19.0%	+ 1.3%
WPG	217,210	19,435	8.9%	236,275	22,950	9.7%	+ 0.8%

Source: Statistics Canada, (January 1988), *Winnipeg: Part 1 Profiles*, Catalogue 95-173.
Statistics Canada, (October, 1982), *Winnipeg: Profile Series A*, Catalogue 95-940.

TABLE 5
PRIVATE HOUSEHOLD INCOME AS A PERCENT OF WINNIPEG AVERAGE
WINNIPEG AND SELECTED AREAS, 1981 - 1986

CENSUS TRACT	1981	%	1986	%
24	$11,665	50%	$18,612	56%
25	11,360	49%	14,143	42%
34	9,734	42%	14,340	43%
35	15,734	68%	19,696	59%
36	11,476	49%	15,464	46%
WPG	$23,208	100%	$33,477	100%

Source: Statistics Canada, (September 1983), *Winnipeg: Profile Series B*, Catalogue 95-981.
Statistics Canada, (December 1988), *Winnipeg: Part 2 Profiles*, Catalogue 95-174.

movers are non-migrant, meaning that their movement is within the same census tract. This raises the obvious question: "what is the reason they are moving?"

The Social Planning Council (1989) reports that in the Inner City, the proportion of single parents among Native people is three times greater than among non-Natives, showing a tremendous increase in the last five years. Single-parent households are also over-represented in households with low income and poor housing, two characteristics which typify the Main Street area. Single parents, particularly mothers, are in need of day care services and employment training. How will a revitalization plan for the Main Street community address their particular needs?

The residential situation in North Point Douglas (census tracts 35 and 36), is more stable than other North Main census tracts. It has a lower percentage of movers (compared with the City) and considerably lower percentage of migrants. With a significant proportion of residents over the age of 65 years, movers in the North Point Douglas area tend to stay within the neighbourhood, supporting the aging in place phenomenon which sees seniors preferring to remain in their neighbourhood, with familiar people, places and services (Brink, 1984, p.10).

5.3 ECONOMIC CHARACTERISTICS

Business in the Main Street area has been adversely affected by the lack of stability and wealth in its adjacent neighbourhoods. The poor economic situation of the people living in its immediate area provides a weak market for local enterprise.

Main Street's poor image negatively affects its ability to attract customers to the area. The Winnipeg 2000 report asserts the need to strengthen Winnipeg's image, especially in the crucial area radiating ten blocks out from Portage and Main.

While Main Street's poor image is the product of many factors, the two most often cited are: (1) the physical deterioration and general unattractiveness of the area; and (2) the perceived lack of safety. Related to these factors are: the high rate of crime; the exposure of social ills on the street; the relative concentration of social service agencies and high needs groups; the functional isolation of the area by the high volume transportation routes (Main Street, Disraeli Freeway); a deficient range of customer opportunities; and the lack of recognition of the area as a component of Winnipeg's economic community.

At present, the North-Main Development Corporation is working to organize the local merchants and establish an economic strategy for the area, through which commerce would be diversified and employment opportunities created. It has been suggested that a strategy for Main Street should define Main Street's functional purpose within the City of Winnipeg, and be in concert with economic strategies for Winnipeg as a whole.

TABLE 6
RATE OF UNEMPLOYMENT
FOR WINNIPEG AND SELECTED AREAS, 1981, 1986

CENSUS TRACT	1981	1986	PERCENT CHANGE
24	20.5%	27.1%	+ 6.6%
25	13.8%	19.1%	+ 5.3%
34	10.8%	18.1%	+ 7.3%
35	8.0%	18.7%	+ 10.7%
36	10.8%	9.3%	- 1.5%
Wpg.	5.2%	7.8%	+ 2.6%

Source: Statistics Canada, (December, 1988), *Winnipeg: Part 2 Profiles*, Catalogue 95-174.
Statistics Canada, (September 1983), *Winnipeg: Profile Series B*, Catalogue 95-981.

TABLE 7
INCIDENCE OF LOW-INCOME FAMILIES AND UNATTACHED INDIVIDUALS
FOR WINNIPEG AND SELECTED AREAS 1981, 1986

	1981		1986	
CENSUS TRACT	FAMILY	INDIVIDUAL	FAMILY	INDIVIDUAL
24	34%	67%	21%	83%
25	52%	76%	66%	77%
34	61%	72%	55%	83%
35	37%	54%	44%	55%
36	35%	72%	47%	79%
WPG	14%	40%	15%	42%

Source: Statistics Canada, (December 1988), *Winnipeg: Part 2 Profiles*, Catalogue 95-174.
Statistics Canada, (September 1983), *Winnipeg: Profile Series B*, Catalogue 95-981.

6.0 AREAS OF CONCERN IN THE MAIN STREET COMMUNITY

The following issues surfaced in interviews with various community representatives and in the community analysis. Although they are not priorized, they are presented here to provoke further discussion and debate.

6.1 POVERTY

"The greatest of evils and the worst of crimes is poverty."

George Bernard Shaw

The Main Street area functions as a magnet for those stricken with poverty, with its cheap housing, free meals, greater tolerance, little structure, an accepting social environment, friendship, companionship and relatively simple way of life. Unfortunately, all too often many migrating to Main Street fall prey to pimps, drug traffickers and unscrupulous merchants. Most of the population is there because of the perceived lack of alternative; they see no way out, and fear that change could be worse. They feel helpless and victimized, and as such are distrustful of formal social service structures, such as the police, child and family welfare agencies, and even health professionals. Ironically, several people interviewed felt that for many, the social welfare system has the damaging effect of further oppressing the poor, stripping them of self-pride and the courage and the skill to take charge of their lives.

One of the most sensitive issues that Winnipeg as a whole, and specifically the Main Street community, will have to address is that of a growing Native population subjected to a life of urban poverty. "To treat the plight of the Native people as a transient phenomenon and something which will take care of itself is irresponsible" (MacDonald, 1990). The growing presence of poverty among the Native people demands immediate attention. Poverty afflicts the Native community in the urban setting after decades of virtual alienation. "We have no grounds for taking a high moral tone on South Africa when we treat our Native people so badly" (Macdonald, 1990). The situation requires leadership, understanding and tolerance by all levels of government and non-government sectors in society, including the Native community.

6.2 UNEMPLOYMENT

Unemployment in the Main Street area continues to be nearly three times the Winnipeg average (Table 7). In 1986, Winnipeg's unemployment rate was 7.8 percent, while it ranged from 9.3 percent in census tract 36, the northern part of North Point Douglas, to 27.1 percent in census tract 24, South Point Douglas (Statistics Canada, 1988b). This situation has not improved over the 1981-1986 period, and in fact in some areas it has worsened. Winnipeg's unemployment rate increased from 5.4 percent in 1981

to 7.8 percent in 1986, while unemployment in the Main Street area increased from 5.3 percent to 10.7 percent (except census tract 36, which underwent a 1.5% decrease).

Of concern in the Main Street area is the growing number of people who are uneducated and unskilled. Strategies to reduce unemployment in the Inner City involve education and job training as well as job creation. How effective have those strategies been in creating employment? What is the link between job training and job availability? While the figures do not look encouraging, perhaps it is too soon to see the benefits of programs sponsored by the Winnipeg Core Area Initiative. What would be a realistic amount of time?

6.3 EDUCATION

Educational attainment in the Inner City has been, and continues to be, of particular concern for civic and provincial education policymakers. Two obvious factors contribute to the general low level of educational attainment in the Inner City: (1) the high incidence of attendance problems; and (2) high rate of transfer migrancy by neighbourhood (Social Planning Council, 1980). "Skipping out" by students who for various reasons do not want to be in school is a contributing factor to poor educational achievement. Native people feel the non-Native school system has failed them and their children (Workshop on Urban Native Strategy, 1989). The high rate of movement within the community has the effect of disrupting school attendance and may in fact contribute to subsequent problems of "skipping out."

Education levels in Winnipeg have improved slightly since 1981, including the Main Street area. However, significant educational disparities continue to exist. In the Main Street area, 75 percent of the population has less than a grade nine education compared with nearly 40 percent for the City as a whole (Statistics Canada, 1988b). The challenge to reduce the educational gap is hindered by the large proportion of elderly residents in the Main Street area, many of whom have very low levels of education and most of whom are not likely to make improvements. However, the real concern for education lies with children and youth. The high rate of migrancy and increasing numbers of street youth in the area is reflected in school attendance and enrolment figures. Some people, particularly the Native people, feel that we need to question the ability of our education system to accommodate children and youth, who for various reasons, are not achieving and maximizing their potential in the existing school system. Community agencies, such as Beat The Street and Rossbrook House and special government educators' programs, are working to help youth and young adults obtain an education in a way that is compatible with their needs.

6.4 CRIME & SAFETY

A recent survey indicated that Winnipeg residents feel the Main Street and Higgins Avenue areas require immediate attention for revitalization because they are so physically run down and perceived to be the centre of crime in the Core Area (Results Group, 1989). Core Area residents and non-Core Area residents alike rated the need to reduce crime in the Inner City as the most important, followed closely by the need to "fix up Main Street." In the minds of Winnipeggers, these two issues seem to be inextricably linked. Before proceeding, the question which must be answered is whether the crime is problem specific to Main Street or a problem of the city acted out on Main Street?

The criminal element on Main Street is a market-driven economy. The area provides a lucrative market for illicit sex and drugs. Some people feel that the lack of a regular income and the addiction to a substance breeds robbery and assault. The drug trade on Main Street services not only the local addicts, but also motorists and pedestrians who pass through for that single reason.

Elderly residents in the Main Street community are most vulnerable to the violent crimes in the area. They reluctantly walk the streets for fear of assault and robbery. While the seniors realize that safety is a city-wide issue for people of all ages, they feel especially vulnerable due to the high concentration of problems in the community, and to the fact that this non-resident population has "moved in and claimed it as their territory."

6.5 HOMELESSNESS

The homeless are increasing in number and decreasing in age. The people who deal directly with the homeless see a change in the kind of people seeking temporary shelter. Since the early 1980s, the average age of patrons at the Main Street Project (a temporary shelter) has dropped from 45-55 years to 18-34 years. An increasing number of children and young people, chronically unemployed, single mothers, psychiatric outpatients, and abused women are counted among the homeless. Some experts estimated that 30 to 40 percent of the homeless have some psychological disorder. For these people, finding a place to sleep is an immediate need, but not their only need. While homelessness is defined by some as an affordability issue, others suggest that it is one of availability of supervised housing--housing that is enriched with services for the hard-to-house.*

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*The hard-to-house have been defined to include those people who have chemical addictions and mental health deficiencies, practice poor personal hygiene and exhibit general behavioral deviance.

6.6 FAMILY DYSFUNCTION AND MULTI-PROBLEM FAMILIES

At the root of many of the social and economic ills acted out in the Main Street area is the dysfunctional family unit. Producing children who are maladjusted and unable to fit into the "brighter" side of society, dysfunctional families often become multi-problem families who are then subjected to a fragmented service-delivery system. The fragmentation of services and thus of family members breaks down the efficiency of the entire system. In our fragmented and overloaded social service-delivery system, a single family may deal with as many as four or five case workers, each holding a piece of information and not usually aware of information held by the others. Some suggest that a "one-stop social shop" concept could more effectively deal with multi-problem families. The need for better co-ordination and a holistic approach continues to challenge the social service-delivery system.

6.7 RELATIVE CONCENTRATION OF SOCIAL SERVICES

The Main Street community has not been successful in achieving a balance between social services and other neighbourhood amenities vital to a healthy, functioning community. While the Main Street community has not been vocal in expressing concern about this imbalance, some people feel that other areas of Winnipeg have not assumed their responsibility in accepting their share of social service outlets, homes for the deinstitutionalized, for example. Some residents and merchants in the Main Street area believe that City problems, including suburban problems, end up on Main Street. It has been said by some people that "Main Street has become a human junkyard." Is this the function Winnipeggers want for the Main Street area?

6.8 SUBSTANCE ABUSE AND DRUG TRAFFICKING

The issue of substance abuse is not specific to the Main Street area; it can be found in all areas of Winnipeg. However, what makes substance abuse a cause for greater alarm in the study area is the incredible extent to which it is acted out, mostly along the Main Street Strip, and secondly the fact that so many young people are caught up in it. Drug traffickers prey on street youth and prostitutes, and attract a drive-up and walk-up drug trade in the Main Street area. The closing of the shooting galleries by police has served to move trafficking activities to the hotel restrooms and beverage rooms. How do we reach these kids before they get caught up in substance abuse? What can be done to control trafficking?

6.9 FUNCTION OF THE HOTELS

While the hotels in the Main Street area are needed by a group of people for housing, one might question whether they serve the area in any other constructive way. Nevertheless, the hotels are among the few commercial ventures which have maintained a long-time presence in the community. It is perceived that they have prospered, while the community around them has sunk into destitution and poverty. Does business have a moral responsibility to the community from which it has profited--a responsibility as fundamental as promoting health, safety and a positive atmosphere for social interaction?

6.10 ROLE OF CANADIAN PACIFIC RAILWAY COMPANY (CPR)

Near the turn of the century, the Canadian Pacific Railway (CPR) was granted land in the Main Street area to situate its mainline and buildings. CPR continues to hold title to significant expanses of land, much of it now idle, for example, the CPR terminal building, currently displaying a "for sale" sign. What role could Canadian Pacific Railway be playing in the revitalization of Main Street? Does CPR have a moral responsibility to the Main Street community and to Winnipeg as a whole?

6.11 ALIENATION OF LOCAL BUSINESS

Small business in the Main Street area feels that it has not been given a fair chance at attracting government investment. The three levels of government have been supportive of major initiatives, such as the Trizec Development, the North Portage Development and The Forks Development in other Inner City areas, yet have virtually ignored the deterioration in the Main Street area. Merchants are concerned about this imbalance of social agencies in the area, and the effect the imbalance has on the area's economic viability. The failure of the community to attract diverse commercial ventures through new investment, both private and public, has resulted in a business climate that is marginal, empty of promise, and void of hope. Local merchants look to government to show leadership and commitment to turning the situation in the Main Street area around.

6.12 PHYSICAL DETERIORATION

Physical deterioration of the area is linked to the lack of resources in the community, including wealth, political clout, political support and empowerment. The building stock and infrastructure have deteriorated due to: (1) a high rate of absentee property owners who provide little in the way of building supervision and maintenance; (2) a large number of buildings, occupied only during the day, falling prey to vandals during the night; (3) a lack of financial commitment--both public and private--to the area due to a poor return on investment; and (4) a lack of community pride. The lack of colour and vitality

generates a negative image of the area with residents and non-residents alike. Major transportation arteries dissect the area into traffic islands, devoid of functional purpose. Main Street is perceived by some as an eight-lane freeway, a physical and psychological barrier and a major source of trepidation for many venturing to cross it. Some people feel that the physical deterioration of the area is a deterrent to those people who, by their very presence, would inhibit the illegitimate activities going on. In other words, because the area is so run down, it does not attract a broad range of people, which would in itself deter the display of illegal activities.

6.13 LACK OF POLITICAL COMMITMENT AND LEADERSHIP

The lack of political commitment to the area is exacerbated by the absence of an empowered community. The community is comprised of distinct sub-populations with diverse characteristics, which coexist with minimal interaction. The fragmentation and lack of a strong community voice impedes the community's ability to take the necessary action to improve the environment and standard of living.

7.0 WORKING TOWARDS SOLUTIONS

7.1 SOCIO-ECONOMIC TRENDS: IMPLICATIONS FOR THE MAIN STREET AREA

7.1.1 Growth of the Native Population

Native migration into Winnipeg from rural Manitoba is expected to accelerate in the 1990s. This coupled with the rate at which the urban Native population is currently increasing presents both a challenge and an opportunity for the Native and non-Native communities. Currently, the Native population is over-represented in the low socio-economic groups and in many of the issues presented in this paper. What role will the Native community have in the revitalization of the Main Street area? Are the Native and non-Native communities prepared to work together in the revitalization of the Main Street community? How might the adjustment from life on a reserve to life in the City be made easier for Native migrants?

7.1.2 Aging of Society

Population trends indicate that the Canadian population is aging. In 1971, 26 percent of the population was under 15, and 9 percent was over the age of 65 years; by 1986, only 20 percent was under the age of 15 years and 12 percent was over 65. It is expected that this trend will continue (Social Planning Council, 1987). Currently, the population on Main Street is relatively polarized, with greater proportions of youth and seniors. With the aging of this elderly population and little or no population growth, the Main Street area stands to lose a significant number of people by attrition, unless measures are taken to encourage population growth.

7.1.3 Increased Polarization in Society

Increasingly, North America is witnessing a shrinking middle class and an expanding lower class in concert with the "povertization" of entire sectors of society. Poverty by sector is observable by ethnicity, by gender, and by housing tenure.

In terms of ethnicity, Native and recent migrants are over-represented amongst households with low incomes. With respect to gender, women, and particularly single-parent women, are substantially over-represented among low-income and poorly housed households. Finally, we continue to see an increasing concentration of moderate and upper-income groups in homeownership situations, paralleled by an increasing proportion of low-income households in rental housing.

7.1.4 Urban Development Policies

Winnipeg continues to experience population growth and development on its periphery, and population decline in many of its older Inner City areas. What effect will continuing suburban growth have

on the downtown? How can a population base be attracted back to the Main Street area? Should south Point Douglas and specifically the Main Street area be a potential site for residential development? Is Plan Winnipeg an effective tool for containing urban sprawl? Will the Main Street community receive the attention it requires under Plan Winnipeg's containment clause?

7.2 CONFLICT RESOLUTION: WHO ARE THE PLAYERS?

The Main Street situation is complicated by a large number of stakeholders who have a concern and interest in the current situation, and a greater concern for the direction in which revitalization initiatives move. Some people believe that any vision and plan for the Main Street area should give consideration to and receive input from the following groups:

1. The residents
2. The merchants
3. Land and property owners
4. Native organizations
5. Other ethnic groups
6. Seniors
7. Third sector service providers
8. The public-at-large; Winnipeg ratepayers
9. Government Politicians, Bureaucrats and Service Providers

Note that these groups are not mutually exclusive. Some consensus must yet be achieved regarding the actual complement of players. It will then be the task of these players to determine the structure of the implementing vehicle.

7.3 WHERE DO WE BEGIN? DEFINING OPTIONS FOR THE MAIN STREET COMMUNITY

Upon recognition of the gamut of issues, and the acceptance of the fact that any solution will be long-term and incremental, the community must define a vision for the area, negotiate the support necessary, and establish a decision-making process.

7.3.1 Defining a Vision for the Main Street Area

Before commencing, there must be a vision--a vision that many people believe must originate in the community, from the people who live there. The community should know where it is heading, the expected duration, and have some sense of what the end product will might look like. Some people suggest, however, that there should be more emphasis placed on the process, and less emphasis on the

final product. How the process and final product affect the lives of the community members must, nevertheless, be considered. In addition, the financial costs must be computed.

7.3.2 Negotiating Support

The challenge will be to design a plan which satisfies the individual and collective objectives of all parties involved. Some say we will need a *unified* approach, not a *uniform* approach. Achieving consensus on the overall feasibility of the vision for Main Street will mark the point at which the process can begin to be refined. How do we work with the people and get to where they are in their thinking? How do we resolve the conflicts between all groups? We need ordinary people to get involved with the process; community leaders who are trusted in the community and who live there. These people are key actors and need to be identified and involved. Additionally, financial and political support must be successfully solicited to enable the actualization of any vision for the area.

7.3.3 Defining the Decision-Making Process

From where will the initiative to address Main Street come? Who will assume ownership? The government? The residents? Social service agencies? Ethnic groups? A combination? Who will make decisions and how will decisions be made? From where will the funds come? Who will have responsibility for approval and allocation of resources? How do we ensure that the decision-making process has credibility and accountability? How will uncertainty be handled? Does the community want another arm's length public corporation?

The complex nature of the Main Street situation, and Inner City decline in general, means that decision-making, which involves the community, becomes far more complex than if it did not involve the community. However, it appears that we must be prepared to accept this.

8.0 CONCLUSIONS

It is true that the Main Street area has been repeatedly studied. Each study attempts to capture the dynamics of the community, the inter-relatedness of issues at work and the underlying causes for it all. It is a complex situation, and while the issues are fairly straightforward, understanding how they all relate and play off of one another is overwhelming, and surely part, if not all, of the reason the area has been left to fall apart. This discussion paper has only begun to explore the dynamics of the issues in the Main Street community. It has however, presented some background information and some of the issues as they became apparent during discussions with residents, non-residents, merchants and service providers, and raised many questions which will be addressed further in the workshop on March 27, 1990.

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LIST OF INDIVIDUALS INTERVIEWED

Appreciation is extended to the following individuals who gave their time for personal or telephone interviews.

1.	Anderton, Joan	Supervisor City Health Department 280 William
2.	August, Jim	General Manager Winnipeg Core Area Initiative
3.	Bublick, Renate	Executive Director Social Planning Council of Winnipeg
4.	Cassidy, J.E.	Manager Planning and Design Branch Neighbourhood Improvement Division Departmental of Environmental Planning, City of Winnipeg
5.	Clatworthy, Stewart	Clatworthy, Leskiw and Associates
6.	Desjardins, Ron	Manitoba Department of Education
7.	Gunn, Jon	Urban Policy and Program Officer Manitoba Department of Urban Affairs
8.	Hyman, Sandi	Urban Futures Group Inter-Agency
9.	Kalcsics, Doug	Chief Planner Department of Environmental Planning, City of Winnipeg
10.	Kirton, Marlene	Assistant Co-ordinator Beat The Street
11.	Klippenstein, Lawrence	Superintendent Winnipeg Police Department
12.	Leskiw, Christopher	Clatworthy, Leskiw and Associates
13.	Macdonald, D.I.	Former Commissioner, City of Winnipeg (Correspondence)

14.	Marshall, Don	Proprietor, Patricia Hotel
15.	May, Ron	Manitoba Income Security Branch Winnipeg Central District
16.	McKee, Christine	Chair, Ad Hoc Committee on Main Street City of Winnipeg
17.	Norman, Lance	Lawyer Cramer, Katz, Norman 957 Main Street
18.	Qadeer, Dr. Mohammad	Professor at Queen's University Has done extensive research on Inner City decline.
19.	Rennie, Jack	Proprietor New Brunswick Hotel
20.	Richard, Mary	Executive Director Manitoba Association of Native Languages
21.	Rodgers, John	Executive Director Main Street Project
22.	Rogers, Maria	Director Age & Opportunity North Winnipeg/West Kildonan
23.	Rosine, Arlene	Executive Director North-Main Development Corporation
24.	Rosnoski, Brent	Commercial Planning Officer Department of Environmental Planning, City of Winnipeg
25.	Thompson, Susan	Birt Saddlery Urban Idea Centre
26.	Walder, Marilyn	Senior Community Co-ordinator Manitoba Department of Urban Affairs
27.	Yauk, Tom	Commissioner of Planning and Community Services City of Winnipeg

28. Zborowsky, Joanne — Community Worker
Age & Opportunity
North Winnipeg/West Kildonan

On Wednesday, February 28, 1990, a focus group discussion was held with a group of fifteen seniors at the Main Street Senior Centre, 817 Main Street.

APPENDIX B:

LETTER OF INVITATION TO WORKSHOP PARTICIPANTS

1~
2~

Dear 3~:

Re: Workshop on Issues and Options for Winnipeg's North Main Street Community

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I am writing to invite you (or some other representative of your organization) to participate in a day long Workshop on the above noted topic. The Workshop has been organized by the Institute of Urban Studies (IUS) with financial assistance from the Government of Manitoba, Department of Urban Affairs.

The overall objective of the Workshop is to provide a forum for the various interests and actors involved, to discuss pressing issues and to provide options for the resolutions of the issues. Participants will include community representatives, service providers and individuals with special interest in the issues.

To facilitate discussions at the Workshop, IUS has prepared a discussion paper setting out the social, economic and physical issues facing the North Main Street Area and highlighting topics for discussion.

The Workshop will be help on March 27, 1990 at the Manitoba Museum of Man and Nature Planetarium. A copy of the tentative agenda is attached. Please fill out and return the attached Confirmation of Participation, or call Nancy Ito at 786-9846 to confirm attendance by your organization. The discussion paper and other relevant information will be sent to you upon confirmation of participation.

I look forward to your involvement in the Workshop.

Yours truly,

Tom Carter
Director

TC/dml
Att.

MAIN STREET: SEARCHING FOR SOLUTIONS

A Workshop Addressing Issues and Options for Winnipeg's North Main Community.

Tuesday, Mary 27, 1990

Manitoba Museum of Man and Nature Planetarium Auditorium

190 Rupert Avenue

CONFIRMATION OF PARTICIPATION

- THERE ARE NO REGISTRATION FEES FOR THIS WORKSHOP
- COFFEE AND LUNCH WILL BE PROVIDED FREE OF CHARGE
- PLEASE ENSURE THAT YOUR CONFIRMATION OF PARTICIPATION IS RECEIVED BY IUS NO LATER THAN FRIDAY, MARCH 16, 1990
- RETURN THE LOWER PORTION OF THIS FORM TO:

Main Street Workshop
Institute of Urban Studies
University of Winnipeg
515 Portage Avenue
Winnipeg, Manitoba
R3C 2E9
Telephone: 786-9846
Fax: 786-1824

MAIN STREET WORKSHOP

Name of Participant_____

Badge Name_____

Title_____

Representing_____

Mailing Address_____

_____

_____

Telephone-Home:_____ Work:_____

APPENDIX C:

LIST OF INDIVIDUALS INVITED TO PARTICIPATE

City of Winnipeg

1. Ms. Christine McKee
   Councillor and Chair of Ad Hoc Committee on Main Street
   1443 Wellington Crescent
   Winnipeg, Manitoba
   R3N 0B2

2. Mr. Brent Rosnoski
   Neighbourhood Mainstreets Program
   Department of Environmental Planning
   City of Winnipeg
   Mezzanine - 395 Main Street
   Winnipeg, Manitoba
   R3B 3E1

3. Ms. Joan Anderton, Director of Public Health Services
   City Health Department
   280 William Avenue
   Winnipeg, Manitoba
   R3B 0R1

4. Ms. Brenda Douglas, Supervisor
   City Social Services
   896 Main Street
   Winnipeg, Manitoba
   R2W 3P3

5. Mr. Doug Kalcsics, Chief Planner
   City of Winnipeg
   Department of Environmental Planning
   8th Floor - 395 Main Street
   Winnipeg, Manitoba
   R3B 3E1

6. Mr. Lawrence Klippenstein, Superintendent
   City of Winnipeg Police Department
   P.O. Box 1680
   Winnipeg, Manitoba
   R3C 2Z7

7. Mr. Harold Rampersad, Co-ordinator
City of Winnipeg Race Relations Committee
510 Main Street
Winnipeg, Manitoba
R3B 1B9

8. Mr. Neil Kowlessar
City of Winnipeg
Department of Housing and Community Programs
400-295 Main Street
Winnipeg, Manitoba
R3B 3E1

9. Mr. Rick Frost
Chief Commissioner
City of Winnipeg
3rd Floor Administration Building
Winnipeg, Manitoba

10. Mr. Tom Yauk
Commissioner of Planning
City of Winnipeg
3rd Floor Administration Building
Winnipeg, Manitoba

Government of Manitoba

1. The Honourable Gerald Ducharme
Minister of Urban Affairs
Room 317 Legislative Building
Winnipeg, Manitoba
R3C 0V8

2. Mr. Doug Sexsmith, Executive Director
Manitoba Department of Family Services
Income Security Division
301-267 Edmonton Street
Winnipeg, Manitoba
R3c 1S2

3. Mr. Ken Cassin, Director of Planning
Manitoba Department of Housing
2100-185 Smith Street
Winnipeg, Manitoba
R3C 3G4

4. Mr. David Tomasson, Deputy Minister
Manitoba Department of Northern Affairs
Room 327 Manitoba Provincial Legislature
Winnipeg, Manitoba
R3G 0V8

5. Mr. Richard Voss, Regional Director
Manitoba Department of Health
Winnipeg West Central Region
5th Floor - 189 Evanson Street
Winnipeg, Manitoba
R3G 0N9

6. Mr. Jim Beaulieu, Deputy Minister
Manitoba Department of Urban Affairs
Room 311 Legislative Building
Winnipeg, Manitoba
R3C 0V8

7. Mr. Jon Gunn, Policy and Program Officer
Manitoba Department of Urban Affairs
302-258 Portage Avenue
Winnipeg, Manitoba
R3C 0B6

8. Ms. Marilyn Walder, Senior Community Co-ordinator
Manitoba Department of Urban Affairs
302-258 Portage Avenue
Winnipeg, Manitoba
R3C 0B6

9. Ms. Pat Moses
Community Planning Officer
Manitoba Department of Urban Affairs
302-258 Portage Avenue
Winnipeg, Manitoba
R3C 0B6

10. Ms. Louise Dacquay
Special Adviser to the Minister of Urban Affairs
Room 317 Legislative Building
Winnipeg, Manitoba
R3C 0V8

Government of Canada

1. Mr. Bruno Del Bel, Manager Winnipeg Centre
   Canada Employment and Immigration Centre
   3rd Floor - 320 Donald Street
   Winnipeg, Manitoba
   R3B 2H3

2. Mr. Dennis Wallace
   Assistant Deputy Minister
   Western Economic Diversification
   712-240 Graham Avenue
   P.O. Box 777
   Winnipeg, Manitoba
   R3C 2L4

3. Ms. Elaine Heinicke
   Director of Major Initiatives
   Western Economic Diversification
   712-240 Graham Avenue
   P.O. Box 777
   Winnipeg, Manitoba
   R3C 2L4

4. Ms. Jo Ann Davidson
   Manager, Core Area Initiatives
   Western Economic Diversification
   712-240 Graham Avenue
   P.O. Box 777
   Winnipeg, Manitoba
   R3C 2L4

5. Mr. Len Gates
Director Central Region
Aboriginal Economic Programs
Suite 1100 - 330 Portage Avenue
Winnipeg, Manitoba
R3C 4E6

6. Mr. Ron Reader
Federal/Provincial Relations Officer
Canada Mortgage and Housing Corporation
P.O. Box 964
4th Floor - 10 Fort Street
Winnipeg, Manitoba
R3C 2V2

Third Sector Service Providers

1. Mr. John Rodgers, Executive Director
Main Street Project
75 Martha Street
Winnipeg, Manitoba
R3B 1A4

2. Major Raymond Moulton, Senior Executive Director
Salvation Army
180 Henry Avenue
Winnipeg, Manitoba
R3B 0J8

3. Mr. Gil Clifford, Supervising Attorney
Community Law Centre
929 Main Street
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Community Groups

1. Ms. Cynthia Ryan, Chair
   Lord Selkirk/West Kildonan
   Community Committee Resident Advisory Group
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2. Mr. Ashley Arnaud
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3. Ms. Zanna Joyce
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4. Ms. Debbie Reynolds
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5. Ms. Claire Riddle, Vice President Winnipeg Region
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8. Ms. Sandi Funk, Co-ordinator
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9. Ms. Pauline Clark
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10 Mr. Barry Hammond
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11. Mr. Charles Beardy
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12. Mr. Phil Fontaine, Provincial Leader
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2. Ms. Louise Champagne
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3. Ms. Susan Thompson
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2. Professor Phil Wichern
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3. Ms. Sandi Hyman
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4. Mr. Cliff Huot
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(Interviewer for Social Planning Council's Youth Survey "Needs Assessment of Homeless Children and Youth" and Co-ordinator of L.I.F.E. Program at R.B. Russell Vocational School).

5. Shirley Bradshaw
Winnipeg in the Nineties (WIN)

Winnipeg Core Area Initiative

1. Mr. Jim August
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5. Mr. Brian Henderson
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APPENDIX D:

LIST OF PARTICIPANTS

MAIN STREET WORKSHOP

PARTICIPANTS

Jim August
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Horst Backé
Public Health Nurse
City of Winnipeg Health Dept.

Eileen Badiuk
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Patti Baker
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Norman Beattie
Winnipeg Into The Nineties

Jim Beaulieu
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Pauline Clarke
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Louise Dacquay
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Jacqueline Friesen
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Secretary of State

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Jerry Jerrett
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Zanna Joyce
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Christine McKee
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Raymond Moulton (Major)
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Salvation Army

Harold Rampersad
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Mary Richard
Executive Director
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Maria Rogers
Director
Age & Opportunity

Arlene Rosine
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Gerry Schmidt
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Joanne Zborowsky
Community Worker
Age & Opportunity

Toni Zloty
Health & Family Services
Province of Manitoba

APPENDIX E:

WORKSHOP AGENDA

Main Street: Searching For Solutions

Tuesday, March 27, 1990

Workshop Agenda

Time	Activity
8:30	Registration
9:00-9:30	Welcome Address: Brij Mathur, Institute of Urban Studies Presentation of Discussion Paper by IUS: Cheryl Shindruk
9:30-10:00	Panel Response to Discussion Paper Renate Bublick, Social Planning Council of Winnipeg Arlene Rosine, North-Main Development Corporation Mary Richard, Manitoba Association for Native Languages
10:00-10:15	Coffee
10:15-11:15	Discussion Session A: Identifying Issues and Problems
11:15-12:00	Plenary Session: Discussion Group Reports
12:00-1:15	Luncheon: Cafe 100
1:15-2:45	Discussion Session B: Searching for Solutions
2:45-3:00	Coffee
3:00-4:30	Plenary Session: Discussion Group Reports Closing Remarks: Jim Beaulieu, Deputy Minister Manitoba Department of Urban Affairs Brij Mathur, Assistant Director Institute of Urban Studies

APPENDIX F:

QUESTIONS SUGGESTED FOR DISCUSSION SESSIONS

WORKSHOP A: IDENTIFYING ISSUES AND PROBLEMS

1. What are the main problems in the Main Street area?
   - Is poverty the underlying problem?
   - Can the area sustain a viable business community?
2. Which of the problems are currently being addressed?
   - How well?
   - Can they be addressed better?
   - How?
     - Is the concentration of services meeting the needs of the community now?
     - How well does the area meet the needs of its population groups (i.e., immigrants, native people, seniors, etc.)?
3. Which of the problems is not being addressed?

WORKSHOP B: SEARCHING FOR SOLUTIONS

1. Which of the problems should we try to solve, i.e., on what should intervention be focused? (For example, physical decline, declining population, unemployment, business revitalization, low income, crime, etc.).
   - Will investing dollars into the commercial heart of the district be fruitful without improving socio-economic conditions of the supporting population base?
2. Who should be involved in addressing the problems? (For example, government, business, residents, community service providers, CPR, etc.).
3. Will a special body be required to deal with the problems? If so, what should its mandate be? (For example, co-ordinate the activities of others only; deliver special programs; fund other service providers; a combination of these).
4. How should this body be governed?

APPENDIX G:

LIST OF PARTICIPANTS BY DISCUSSION GROUP

MAIN STREET WORKSHOP

DISCUSSION GROUPS

GROUP 1	GROUP 2	GROUP 3
Christine McKee**	Bernice Marmel**	Toni Zloty**
Gilles Ferland	Doug Kalcsics	Harold Rampersad
Neil Kowlessar	John Kubi	Tom Yauk
Gerry Schmidt	Geri Von Ramon	Horst Backé
Jim Beaulieu	Marilyn Walder	Jon Gunn*
Pat Moses	Jacqueline Friesen	Louise Dacquay
Liese Dorber	Brent Rosnoski	Raymond Moulton
Marlene Kirton	Al Golden	Maria Rogers*
Susan Freig	Allan Cochrane	Ramon Kopas
Richard Grunfeld	Caroline Two Heart	John Prystanski
Sheldon Terbovsky	Arlene Rosine	Mary Richard
Ron Labossiere	Norman Beattie	Renate Bublick
Pauline Clarke**	Sandi Hyman	Jerry Jerrett
Barry Hammond	Joanne Zborowsky	Jim August
Clifford Huot	John Rodgers	Hella Siemann
Cheryl Shindruk*	Patti Baker	
	Eileen Badiuk*	

** Facilitator

* Recorder

APPENDIX H:

DISCUSSION SESSION NOTES

WORKSHOP A: IDENTIFYING ISSUES AND PROBLEMS

1. **What are the main problems in the Main Street area? Is poverty the underlying problem? Can the area sustain a viable business community?**

- A major issue in the community is the lack of empowerment; the community lacks the resources, the power and perhaps the will to change the current situation. The community lacks resources to initiate action; lack of self-confidence at the individual and community levels; residents don't have the political influence/clout to do the long-term things necessary to turn the situation around in the area. However, it is the residents who understand the dynamics of the area and who know what should be done; the Main Street area has no strong advocates.
- Understanding the complexity of the problems and the dynamics in the area is a real challenge for those faced with intervening. Main Street is not a homogenous area; people on the Strip are different from people in adjacent neighbourhoods; it is a variety of communities, each with a variety of problems. Clarify communities, for example north and south of the CPR tracks. Question still asked by workshop participants: is the Main Street issue a city-wide issue or one related to the survival of the area?--this must be clarified.
- Poverty is an underlying problem, but the problems go beyond poverty: crowding; poor money management; lack of skills. There are all kinds of people who are in the cycle of poverty and who show symptoms of neglect.
- The area has been neglected by government; sense of disregard for Main Street.
- The area is underdeveloped.
- Mental health problems are worrisome. The Main Street Strip has become a dumping ground for problem kids from elsewhere; the Strip itself has unique problems and has become more dangerous in recent years.
- People tend to migrate back to the Main Street area; it becomes comfortable, and people are accepted there.
- People are drawn to Main Street for two reasons: illegitimate/illegal activities; and social acceptance/comfort.
- Enforcement issues: people are closing their eyes to what's going on . . . at all levels; enforcement seen as too difficult; the people there are not seen as important; they are seen as irrelevant; they are abused, not only by themselves, but by the system as well; housing by-laws are not enforced.
- Revenues from rental housing often leave the province (absentee landlords); province burdened with costs associated.

- Yes, the area can sustain a viable business community; some businesses thrive off poverty, but these may not be the kind of business the community as a whole wants; segments of the business community exploit the situation; they also don't put anything back into their businesses or the community; the hotels do a fantastic business.
- Services are inadequately co-ordinated; many agencies dealing independently; groups are underfunded; need to ensure their funding and their co-ordination.
- Racism and economic discrimination.
- Lack of opportunity; need for equitable opportunity.
- Crime/safety.
- There has to be a will to do something about a situation or problem; the problem is often that the timeline is too rushed; it takes time to secure political commitment.
- Street population has become much younger in last 20 years; therefore, need to focus on youth.

2. **Which of the problems are currently being addressed? How well? Could they be addressed better? How? Is the concentration of services meeting the needs of the community now? How well does the area meet the needs of its population groups (immigrants, Native people, seniors, etc.)?**

- Education programs in the Inner City, such as Beat The Street, are attempting to break into the destructive lifestyle so many of these people lead. The youth present a special challenge, for the people on the Street have become significantly younger in the last 10 or 20 years. The schools, however, have a hard time competing with the financial payoffs of the illegal activities of the street; the prospects of money are greater on the street than in the schools; the schools cannot break the cycle of poverty, but they help the kids get employment; peer collaboration affects the success of educational and employment training programs, the Youth Entry Program, for example.
- Crime and safety concerns are being addressed by the police foot patrols.
- Public health nurses walk the beat.
- Age and Opportunity community workers walk the beat, north of the CPR tracks;
- Community groups and resident advisory groups have been established; however, it is the non-resident population that poses specific problems for the community.
- Governments are pressed for funds; not a lot of money available; must question the effectiveness of existing services.
- There is some political will that has never been there before, for example the Main Street Task Force; Commissioner of Planning and the Environment committed to Public Health initiatives.

- Concern: service providers tend to have a targeted group; what about those who don't fall into this group?

3. **Which of the problems is (are) not being addressed?**

- Co-ordination of existing services; funding not in place to co-ordinate agency activities, i.e., co-ordinate the care of a child; lack of continuity in dealing with groups is still an issue.
- Resident/community empowerment.
- Government commitment; with a working partnership (government and community), we might see some motion or action.
- Economic development; community economic development is an effective tool for community empowerment; there is a role for corporate involvement, e.g., Minneapolis. Corporate bodies need to be approached and told that a part of this community needs help.
- Physical improvements.
- Support for existing community groups; coalitions are there in the community, but their resources are drying up; need to ensure that existing community bodies build/strengthen to the point where they can take on the job necessary; Provincial Government and City Council and the CAI could assist in this area; give resources to community organizations that want to deal with a problem, many of which already have a plan, which will help to empower community groups.
- Municipal governments should have more power to deliver programs; with the withdrawal of federal initiatives, how can we ensure the delivery of programs?

WORKSHOP B: SEARCHING FOR SOLUTIONS

1.0 Which of the problems should we try to solve, that is, on what should intervention be focused? For example, physical decline, declining population, unemployment, business revitalization, low income, crime, etc. Will investing dollars in the commercial heart of the district be fruitful without improving socio-economic conditions of the supporting population base?

- Main Street does have some strengths on which to build:
  - its commercial function;
  - its social function;
  - the strengths of its surrounding neighbourhoods.
- There is a difference between the Main Street Strip and the larger study area; the population, to some extent, the problems and the solutions are different.
- Focusing on the youth will maximize the investment; education is crucial; start with the children; rescue the young people at risk from the street.
- Need for physical renewal, but must recognize that the City's thrust thus far has been physical, and this has not worked; need a people plan and a physical plan; listening to the people will help shape a physical plan; need to address the physical (hotels) as part of a revitalization package for entire Inner City; need for a development plan for Inner City.
- Integrating services; resurrect People's Opportunity Service (POS); integrated services for Inner City communities.
- Who gets the dollars is crucial; NIP was successful because the money went to the households.
- The Strip is a focal point for the area; it should not be divorced from the area.
- Bring back grocery stores, churches, drug stores, schools, banks.
- In terms of the community, start with education; get funding into the schools; CEDA; housing is needed to stabilize the population and slow the movement between schools (is this the reason for movement between schools?); work to increase resident property ownership (owner occupancy); help the parents to help their kids; self-help.
- Urban homesteading may be a way of stabilizing the population; process is addressed as well as the problem; provides shelter and the pride and responsibilities of homeownership; rate of homeownership is declining in the Inner City.
- Multi-sectoral approach has been successful in other areas; process-oriented approach with sense of direction.
- Address: the crime rate; the lack of green space; the atmosphere; the lack of homeownership.
- Challenge is to attract businesses that have positive spinoff effects for the residents.
- Employment and job creation for local residents; avoid relocation.

- Strategies differ for difficult areas of Main Street; sensitive programming; not a blanket approach.
- Some problems may always exist, but it's a matter of having control over the situation.
- Involvement of the community itself necessary before there can be any solution proposed. Community must be involved in the front end of the planning process; Community empowerment has to occur. Some groups are more difficult to involve than others and may never be involved. Distribution of power and resources are not down at the community level--remains with the politicians. Needs to be changed. Apathy and lack of trust are evident if people are not heard. Somebody has to listen when the community speaks. There is a history of failed groups, where there has been lots of will but limited resources. Face the reality that there will not be more resources; need to reorganize around existing money (there is a concern regarding the community speaking to deaf ears).
- Look at preventative work to keep people from getting into the negative lifestyles manifested on Main Street; holistic perspective and approach necessary in working with families and communities; preventative orientation.
- Recognize that the two distinct communities (i.e., the Strip and the adjacent neighbourhoods) necessitate different solutions. Recognize also that the two areas should not be divorced from each other; they are linked. The workshop began looking at two distinct areas, but ended up seeing the two as synonymous.
- Recreational facility is needed in the North Main area, as well as initiatives in commerce and housing; bring in amenities.
- Cannot impose middle class solutions; it will take time and effort and co-ordination.
- Encourage mainstream population to come to the area.
- Steps for community participation must be better developed--it's one thing to talk about it and agree that it must happen, but *how* do we make it happen?
- Rally for political support.
- Main Street should be developed as a focal point for the community surrounding it.

2. **Who should be involved in addressing the problems? For example, government, business, residents, community service providers, Canadian Pacific Railway, etc.**

- Decide who we want to plan for (with).
- The people in the area best understand what the problems and dynamics are, and as such, should be involved; the solutions to the problems of the Main Street area must come from the people of the area; steps are required to enable their effective participation; however, the developmental energy is not there; this reflects a lack of political will and resources.

- The problems of this area are a concern and a responsibility of the City as a whole.
- Need to work together; need for co-ordination; listen to the community.
- Utilize City conduits: NDC, Public Health Department, Neighbourhood Programs, etc.
- Education officials, housing officials, elected city officials, community residents.
- Government should take leadership; leadership by residents is difficult; tie into existing community/agency groups; get them to generate ideas; government should support the residents' ideas; must go to the people for their ideas--they will not come forward on their own; build trust.
- Include community groups at the front end, in the planning stages, instead of tokenism involvement in the final stages.
- Involve Native people; target population(s) should be part of the solution.

Role of the Federal Government

- Make a statement of health as being more than the absence of disease and in fact involving healthy environments, for coping; re-examine priorities in the Main Street area; the problems of Main Street manifest themselves in costs for all levels of government.

Role of private sector

- CPR should consider donating terminal building.
- Federal Industries, Great West Life.
- Suggest trilateral input; key area has multi-social problems.
- Schools and businesses need to be linked.
- Community has solutions for its own issues, it's a matter of rallying support.

3. **Will a special body be required to deal with the problems? If so, what should its mandate be? For example, co-ordinate the activities of others; deliver special programs, fund other service providers; a combination of these.**

- Support existing agencies in the area.
- Maybe existing service agencies are doing more harm than good.
- Some groups need authority over the funds; presents a structural difficulty.
- Adopt a Healthy Communities process; it is the process which counts; joint problem solving has spinoffs for the community; concerned less with an end product and more with the process of being actively involved; process for involvement gets people working together. Have we ever asked the

people what could make their lives better? We are not the experts in knowing what can make their lives better; talk to the people one-on-one; talking to the people demonstrates care.

- Daughter of CAI should focus on Main Street.
- Short-term (24-36 months), temporary group of volunteers to co-ordinate activities.
  - residents and experts to provide resources, for example in lobbying;
  - 10-member group.
- Permanent body of residents established:
  - the positions would be paid;
  - membership should be rotated to keep them involved.
- Intergovernmental body to act as a resource group to community groups and government departments:
  - facilitative role.
- A local group needs assistance and support; setting up a local group without support sets it up to fail.
- Also need for satellite bodies to address individual interests.
- City of Winnipeg, Committee on Planning and Community Services.
- Government, Private Sector, Community.
- Residents, business, government, investors.
- Need for a special effort, not necessarily a special body; special effort by the City of Winnipeg in partnership with various groups; separate initiative.
- Senior Centre model has proved to be effective as a resource and service centre--one-stop service.
- Try modifying Manitoba/Winnipeg Community Revitalization Program (M/WCRP) for Main Street.

4. How should this body be governed?

- Overall co-ordinating body; everyone becomes involved in the process; tie in with professionals in a non-threatening manner.
- Need for overall co-ordination of the various interests, i.e., residents, business, government, investors.

5. From where will the resources come?

- Rechannel funds to the area.
- Redirect existing funding.
- New resources are required.
- Do not need massive additional funding, but better co-ordination of existing spending.